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FOR THE UNITED NATIONS CONFERENCE
ON THE ENVIRONMENT AND DEVELOPMENT

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REPORTING TELEX

UNCED: OUTCOMES AND PROSPECTS

1. AFTER TWO AND HALF YEARS OF PREPARATIONS, THE UNITED NATIONS CONFERENCE ON ENVIRONMENT AND DEVELOPMENT CONCLUDED ON SUNDAY, JUNE 14TH WITH A SENSE OF ACCOMPLISHMENT, OF REALISM AND OF HOPE.
2. UNCED ACCOMPLISHED ITS BASIC OBJECTIVES. THREE KEY DOCUMENTS WERE NEGOTIATED AND APPROVED:
 - THE RIO DECLARATION, OUTLINING 27 FUNDAMENTAL PRINCIPLES OF ENVIRONMENT AND DEVELOPMENT;
 - THE STATEMENT OF FOREST PRINCIPLES, THE FIRST POLITICAL CHARTER EVER NEGOTIATED OUTLINING GOVTS RESPONSIBILITIES FOR THE SUSTAINABLE DEVELOPMENT OF ALL TYPES OF FORESTS;
 - AGENDA 21: A COMPREHENSIVE BLUEPRINT FOR SUSTAINABLE DEVELOPMENT, COVERING 39 DIFFERENT ECONOMIC, SOCIAL AND ENVIRONMENTAL ISSUES.
3. UNCED ALSO PROVIDED THE TARGET DATE FOR THE COMPLETION OF NEGOTIATIONS ON TWO CONVENTIONS DEALING WITH TWO CRITICAL GLOBAL ENVIRONMENTAL ISSUES - CLIMATE CHANGE AND BIODIVERSITY. BOTH CONVENTIONS WERE READY FOR SIGNATURE AT THE START OF THE CONFERENCE. BY THE END, EACH HAD BEEN SIGNED BY 153 NATIONS - AN UNPRECEDENTED NUMBER, WHICH WILL GREATLY HASTEN THE PROCESS OF RATIFICATION AND ENTRY INTO FORCE.
4. FINALLY, THE TWO DAY EARTH SUMMIT AT THE END OF THE CONFERENCE CLEARLY ACCOMPLISHED ITS MAJOR OBJECTIVE - TO DEMONSTRATE THAT THE ISSUES UNDER NEGOTIATION HAD POLITICAL SUPPORT AT THE HIGHEST LEVELS FROM AROUND THE GLOBE. WHEREAS THE STOCKHOLM CONFERENCE OF 1972 WAS ATTENDED BY ONLY TWO HEADS OF GOVT (INDIRA GANDHI AND OLAF PALME), THE 1992 EARTH SUMMIT WAS ATTENDED BY 105 LEADERS - A NEW RECORD. THE MOST STRIKING FEATURE OF THEIR STATEMENTS WAS THE CONVERGENCE OF THEIR CONCERNS AROUND A COMMON AGENDA. INDUSTRIALIZED COUNTRY LEADERS TALKED ABOUT THE REQUIREMENTS FOR

DEVELOPMENT, WHILE DEVELOPING COUNTRY LEADERS SPOKE AT LENGTH ABOUT THE NEED TO TACKLE NATIONAL AND GLOBAL ENVIRONMENTAL ISSUES. AT THE END OF THE CONFERENCE, IT SEEMED THAT BOTH SIDES OF THE NORTH-SOUTH DIVIDE HAD GENUINELY LEARNED SOMETHING FROM EACH OTHER AND FROM THE PROCESS.

5. UNCED CONCLUDED ON A NOTE OF REALISM TOO. A GLOBAL ACTION PLAN IS NOT/NOT THE SAME AS ACTION. AS VIRTUALLY ALL LEADERS PRESENT OBSERVED, NOW THAT WE HAVE AN AGENDA, OUR TASK IS TO FOLLOW IT. THERE IS NO/NO GUARANTEE THAT GOVTS WILL DO SO. THE OUTCOMES OF UNCED ARE DEFICIENT IN BOTH CARROTS AND STICKS. DONORS MADE FEW NEW FINANCIAL COMMITMENTS IN RIO WHICH WOULD ENCOURAGE COMPLIANCE WITH AGENDA 21; AND BOTH THE CONVENTIONS AND AGENDA 21 ARE VERY SHORT ON CONCRETE TARGETS AND TIMETABLES WHICH WOULD COMPEL ACTION.

6. THE PRINCIPAL VIRTUE OF THE UNCED PROCESS WAS ITS ABILITY TO CAPITALIZE ON THE GREATEST STRENGTH OF THE UNITED NATIONS - ITS INCLUSIVENESS. AGENDA 21 COVERS AN ENORMOUS RANGE OF ISSUES. NEW ONES WERE ADDED AT EVERY PREPCOM. IT IS THE MOST COMPREHENSIVE ACTION PLAN EVER APPROVED BY THE UN.

SIMILARLY, MAURICE STRONG WENT TO GREAT EFFORTS TO OPEN UP THE UNCED PROCESS TO THE INVOLVEMENT OF THE LARGEST NUMBER OF PARTICIPANTS. THIS IS WHY THE INNOVATIVE CHAPTERS ON THE STRENGTHENING THE ROLE OF MAJOR GROUPS WERE ADDED TO AGENDA 21. THIS IS WHY STRONG LAUNCHED SUCH POPULAR SYMBOLS AS THE EARTH PLEDGE, THE EARTH SWATCH AND THE EARTH SUMMIT POSTER, (QUOTE LAST TURN, YOUR TURN UNQUOTE, DESIGNED BY ROBERT RAUSCHENBERG). AND THIS IS WHY MORE THAN 400 NGOS - MOST OF THEM NEW TO THE UNITED NATIONS - WERE ACCREDITED TO THE CONFERENCE. ALL OF THESE FACTORS MADE UNCED COMPLETELY DIFFERENT FROM ANY OTHER SUMMIT.

7. THE PENALTY OF COURSE, IS THAT THE OUTCOMES OF UNCED - IN PARTICULAR AGENDA 21 - LACK FOCUS. THERE IS NO CRITICAL CENTRE OR FIRST KEY STEPS TO AGENDA 21. EVERY ONE OF THE 130 PLUS PROGRAM AREAS ARE PRESENTED AS EQUALLY IMPORTANT. THIS MAKES IT VERY HARD TO SUMMARIZE AGENDA 21, AND POTENTIALLY

VERY EASY TO IGNORE. THE IMMEDIATE CHALLENGE NOW AFTER RIO WILL BE FOR GOVTS TO IDENTIFY THEIR PRIORITIES FOR IMPLEMENTATION - AND FOR THE NGOS THAT HAVE FOLLOWED THIS PROCESS CLOSELY TO DO THE SAME. BOTH WILL HAVE TO PUT INTO PLACE FOLLOW-UP MECHANISMS, OR THE VERY CONSIDERABLE MOMENTUM BUILT UP BY THE CONFERENCE WILL BE LOST. THE SUSTAINABLE DEVELOPMENT COMMISSION - AGREED TO IN RIO - MUST RAPIDLY ESTABLISH ITSELF AS THE PRINCIPAL INTERNATIONAL MECHANISM FOR MONITORING THE IMPLEMENTATION OF AGENDA 21, AND FOSTERING FURTHER COMMITMENTS TO ACTION BY GOVTS.

8. FINALLY, THE EARTH SUMMIT CONCLUDED WITH A SENSE OF HOPE. AT THE END OF IT, WHAT WAS MOST STRIKING WAS NOT/NOT THE TALLY OF WINNERS AND LOSERS, OR THE DIVISIONS BETWEEN NORTH AND SOUTH, BUT THE SENSE OF COLLECTIVE ENTERPRISE. THE CONNECTIONS MADE, THE PRECEDENTS SET AND THE NETWORKS FORMED AMONG THE PARTICIPANTS IN UNCED ARE IRREVERSIBLE - AND WILL UNDOUBTEDLY OUTLAST MOST OF THE WORDS AGREED AT THE END OF THE CONFERENCE. WHAT UNCED CREATED WAS A NEW BENCHMARK, FOR THE THOUSANDS OF PEOPLE INVOLVED IN THE CONFERENCE, AND THE MILLIONS OF PEOPLE WHO HEARD ABOUT IT, TO JUDGE WHAT NEEDS TO BE DONE TO SECURE OUR LONG TERM SURVIVAL ON THIS PLANET. THIS SENSE OF GENERATIONAL CHANGE WAS CAPTURED IN THE FINAL WORDS OF THE PRIME MINISTERS SPEECH TO THE EARTH SUMMIT: QUOTE WHAT REMAINS IS FOR GOVERNMENTS TO PROVIDE THE LEADERSHIP THE WORLD SO DESPERATELY NEEDS. LET US FIND THAT WILL AND MARSHALL THAT LEADERSHIP TO THE TASK AT HAND ON BEHALF OF THE FIVE BILLION PEOPLE WE REPRESENT. OUR CHILDREN, THE RIO GENERATION, WILL BE OUR JUDGES AND OUR BENEFICIARIES UNQUOTE.

REPORTING TELEX

UNCED: RESULTS ON MAJOR ISSUES

SUMMARY: FOR CANADA THERE WERE SEVEN KEY ISSUES ON THE TABLE IN THE FINAL ROUND OF NEGOTIATIONS AT UNCED. IN THE END, WE ACHIEVED A MAJOR VICTORY ON THE FISHERIES ISSUE, AND A MORE QUALIFIED BUT STILL SIGNIFICANT RESULT ON FORESTS IN THE FINAL TEXT ON FOREST PRINCIPLES. CANADA SUPPORTED THE DECISION OF THE CONFERENCE TO BEGIN NEGOTIATION OF A DESERTIFICATION CONVENTION. THE INSTITUTIONAL OUTCOME OF UNCED - TO ESTABLISH A SUSTAINABLE DEVELOPMENT COMMISSION - WAS AN IMPORTANT ACCOMPLISHMENT WHICH MET OUR EXPECTATIONS, AND WHICH SHOULD SECURE EFFECTIVE FOLLOW-UP OF THE RESULTS OF THE CONFERENCE. ON TECHNOLOGY TRANSFER, WE WERE ABLE TO REACH AGREEMENT WITHIN OUR MANDATE. CANADA FOLLOWED CONSENSUS NOT/NOT TO RE-OPEN THE RIO DECLARATION; HOWEVER, THE PRIME MINISTERS ALTERNATIVE PROPOSAL - TO NEGOTIATE A TRUE EARTH CHARTER BY 1995, RECEIVED SUPPORT. ON THE MOST DIFFICULT ISSUE OF ALL, FINANCIAL RESOURCES, AND THE RESULT WAS AS GOOD AS COULD HAVE BEEN EXPECTED FOR THE DONORS. HOWEVER, THE ISSUE HAS NOT GONE AWAY AND WE CAN EXPECT CONSTANT PRESSURE ON DONORS IN THE FUTURE THROUGH THE WORK OF SUSTAINABLE DEVT COMMISSION.

2. REPORT: THE CDN DELEGATION CAME TO THIS CONFERENCE EQUIPPED TO DEAL WITH THE OUTSTANDING SQUARE BRACKETS IN EVERY CHAPTER OF AGENDA 21 PARTICULARLY ON SEVEN KEY OUTSTANDING ISSUES: FISHERIES, FORESTS, DESERTIFICATION, INSTITUTIONS, TECHNOLOGY TRANSFER, RIO DECLARATION AND FINANCIAL RESOURCES. ALL SEVEN OF THESE ISSUES PROVED TO BE CENTRAL TO THE FINAL ROUND OF NEGOTIATIONS. IN ADDITION, THE AGENDA 21 CHAPTERS ON ATMOSPHERE, BIODIVERSITY, FRESHWATER AND LEGAL INSTRUMENTS ALSO REQUIRED CONSIDERABLE WORK. THE FOLLOWING IS A SUMMARY OF THE OUTCOMES ON EACH OF THESE ISSUES.

3. **FISHERIES:** THIS ISSUE PROVIDED THE MOST CLEAR-CUT WIN FOR CANADA AT THIS CONFERENCE. SINCE THE THIRD UNCED PREPCOM IN AUGUST 1991, THE CDN DEL HAD PURSUED A STRATEGY OF USING THE OCEANS CHAPTER OF AGENDA 21 AS A MEANS OF PRESSING OUR CASE ON THE INTERESTS OF COASTAL STATES IN THE MANAGEMENT OF STRADDLING STOCKS AND THE NEED TO DEVELOP RULES GOVERNING THE CONSERVATION OF LIVING MARINE RESOURCES ON THE HIGH SEAS. BY PORTRAYING CANADAS PARTICULAR CONCERNS VIS A VIS THE EC OF THE GRAND BANKS AS AN ACUTE EXAMPLE OF A MORE GLOBAL ENVIRONMENTAL PROBLEM OF OVER-FISHING ON THE HIGH SEAS. WE WERE ABLE TO SIGN UP MORE THAN FORTY CO-SPONSORS FOR THE SANTIAGO PRINCIPLES WHICH EMBODIED OUR POSITION. THE ACTIVE SUPPORT OF THE CHAIRMAN OF THE MAIN COMMITTEE (AND FORMER LOS CO-CHAIR) TOMMY KOH, FOR OUR POSITION ALSO PROVED TO BE A GREAT ASSET. THE EC FINALLY AGREED TO ACCEPT OUR TERMS FOR A CONFERENCE DEALING WITH THE MANAGEMENT OF LIVING MARINE RESOURCES, IN PARTICULAR, UNCLOS PROVISIONS ON STRADDLING STOCKS AND HIGHLY MIGRATORY SPECIES. MINISTER CROSBIE, WHO ARRIVED THAT MORNING, WAS ABLE TO INTERVENE ON BEHALF OF CANADA AT THE MEETING WHEN THIS CONSENSUS WAS APPROVED.

4. THIS RESULT WILL ENSURE THAT CANADA IS ABLE TO EXERT CONTINUING PRESSURE ON THE EC AFTER UNCED TO ACCEPT GREATER RESPONSIBILITY TO CURB OVER-FISHING ON THE HIGH SEAS. IT ALSO DRAMATICALLY RAISED THE PROFILE OF THE ISSUE WITH OTHER DELEGATIONS ACROSS THE CONFERENCE. MINISTER CROSBIE INDICATED THAT CANADA WOULD BE PLEASED TO HOST A CONFERENCE OF LIKE-MINDED STATES ON THIS ISSUE IN ST JOHNS THIS AUTUMN TO PLAN OUR COLLECTIVE STRATEGY FOR THE DIPLOMATIC CONFERENCE IN 1993. THIS OFFER THEN PROMPTED THE EC TO OFFER BRUSSELS AS THE VENUE FOR THE CONFERENCE ITSELF. THE EXACT TIMING AND LOCATION OF THE DIPLOMATIC CONFERENCE WILL HAVE TO BE RESOLVED AT UNGA THIS AUTUMN.

5. **FORESTS:** THIS ISSUE WAS CANADAS SECOND MAJOR DOMESTIC PRIORITY AT UNCED. A SET OF PRINCIPLES ON FORESTS WAS FINALLY APPROVED AFTER A WEEK OF TOUGH NEGOTIATIONS BETWEEN

DEVELOPED AND DEVELOPING COUNTRIES. THE FINAL TEXT WAS ONLY RESOLVED THROUGH TWO ROUNDS OF NEGOTIATIONS AMONG MINISTERS, CHAIRED (AT THE REQUEST OF BRZLN HOSTS) BY GERMAN ENVT MIN TOEPFER. THE RESULT IS LESS AMBITIOUS THAN WE WOULD HAVE LIKED. IT WAS CLEAR FROM THE OUTSET OF THE CONFERENCE THAT A CONSENSUS COULD NOT BE REACHED WITH THE MAJORITY OF DEVELOPING COUNTRIES FOR APPROVAL TO LAUNCH TO NEGOTIATIONS FOR A CONVENTION IMMEDIATELY AFTER UNCED. AS A NEXT BEST STEP, WE SOUGHT TO LEAVE THE DOOR OPEN FOR SUCH A PROCESS IN THE FUTURE. IN THE FACE OF ENTRENCHED OPPOSITION FROM SEVERAL KEY DEVELOPING COUNTRIES THE BEST WORDING WE COULD OBTAIN WAS AS FOLLOWS. QUOTE THESE PRINCIPLES REFLECT A FIRST GLOBAL CONSENSUS ON FORESTS. IN COMMITTING THEMSELVES TO THE PROMPT IMPLEMENTATION OF THESE PRINCIPLES, COUNTRIES ALSO DECIDE TO KEEP THEM UNDER ASSESSMENT FOR THEIR ADEQUACY WITH REGARD TO FURTHER INTERNATIONAL CO-OPERATION ON FOREST ISSUES UNQUOTE.

6. CANADA ALSO PUSHED HARD TO ENSURE THAT THE PRINCIPLES ENDORSED THE FORMULATION OF QUOTE INTERNATIONALLY AGREED METHODOLOGIES AND CRITERIA UNQUOTE FOR THE DEVELOPMENT OF NATIONAL GUIDELINES FOR SUSTAINABLE FOREST MANAGEMENT. OTHER CONTENTIOUS ISSUES ON WHICH COMPROMISES WERE EVENTUALLY REACHED INCLUDED THE RECOGNITION OF THE GLOBAL ENVTAL ROLE OF FORESTS; RECOGNITION OF THE RIGHT TO DEVELOPMENT AS IT APPLIES TO THE SUSTAINABLE USE OF FORESTS; THE USE OF TRADE MEASURES TO RESTRICT TIMBER TRADE; AND THE ENTITLEMENT OF DEVELOPING COUNTRIES TO NEW AND ADDITIONAL FINANCIAL RESOURCES TO CONSERVE AND SUSTAINABLY MANAGE THEIR FOREST RESOURCES.

7. OVERALL, THE IMPORTANCE OF THIS DOCUMENT LIES NOT/NOT IN ITS SPECIFIC PROVISIONS, BUT IN THE FACT THAT THE INTL COMMUNITY HAS MANAGED FOR THE FIRST TIME TO NEGOTIATE A COMPREHENSIVE DOCUMENT DEALING WITH THE ECONOMIC AND ENVTAL OBLIGATIONS OF GOVTS IN DEALING WITH ALL TYPES OF FORESTS, BOTH TEMPERATE AND TROPICAL, ON A GLOBAL BASIS. THE PROFILE THIS ISSUE RECEIVED FROM THE OUTSET OF UNCED, AND THE FACT

THAT THE GUIDING PRINCIPLES ARE ONE OF ONLY THREE SPECIFIC OUTPUTS OF THE CONFERENCE, HAS DRAMATICALLY RAISED THE PROFILE OF FORESTS AS AN ISSUE FOR CONTINUING INTL ACTION. THE CONSENSUS ACHIEVED TO DATE IN THESE PRINCIPLES WILL BE IRREVERSIBLE. THE CHALLENGE WILL BE TO BUILD ON THEM TO DEVELOP BALANCED INTL CRITERIA FOR FOREST MANAGEMENT, AND ULTIMATELY TO LAUNCH A FOREST CONVENTION. THIS ISSUE WILL HAVE TO BE TAKEN UP AT UNGA THIS AUTUMN WHEN THE REPORT OF UNCED IS APPROVED. WE SHOULD AIM TO GIVE THE SUSTAINABLE DEVELOPMENT COMMISSION A CLEAR MANDATE TO FOLLOW UP ON THE FOREST PRINCIPLES.

8. **DESERTIFICATION:** THIS ISSUE WAS NOT/NOT A PRIORITY FOR CANADA AT UNCED, BUT WAS THE OVERWHELMING PRIORITY OF THE FIFTY AFRICAN STATES AT THE CONFERENCE. THE AFRICAN DELEGATIONS CAME TO RIO DETERMINED TO OBTAIN APPROVAL FOR NEGOTIATION OF A CONVENTION TO COMBAT DESERTIFICATION IN AFRICA, AS A MEANS OF FOCUSING DONOR COMMITMENT ON THE SERIOUSNESS OF THIS ISSUE FOR THEM. THE AGRED LANGUAGE CALLS FOR A REQUEST TO UNGA 47 TO QUOTE ESTABLISH, UNDER THE AEGIS OF THE GENERAL ASSEMBLY, AN INTER-GOVTL NEGOTIATING COMMITTEE FOR THE ELABORATION OF INTERNATIONAL CONVENTION TO COMBAT DESERTIFICATION, IN THOSE COUNTRIES EXPERIENCING SERIOUS DROUGHT AND/OR DESERTIFICATION, PARTICULARLY IN AFRICA, WITH A VIEW TO FINALIZING SUCH A CONVENTION BY JUNE 1994 UNQUOTE. THIS DECISION REPRESENTS ONE OF THE MOST CONCRETE OUTCOMES OF THE CONFERENCE. IT RAISES TRICKY ISSUES THAT DONORS WILL HAVE TO ADDRESS ABOUT HOW BEST TO STRUCTURE A CONVENTION NEGOTIATING PROCESS AROUND A DONOR/RECIPIENT RELATIONSHIP, RATHER THAN ON THE BASIS OF MUTUAL COMMITMENT TO DEAL WITH A COMMON PROBLEM. DONOR COUNTRIES WILL HAVE TO DEVELOP A CO-ORDINATED APPROACH TO THIS ISSUE IN TIME FOR THE NEGOTIATIONS TO LAUNCH THE CONVENTION AT UNGA THIS AUTUMN.

9. **TECHNOLOGY TRANSFER:** ONLY TWO DIFFICULT ISSUES WERE OUTSTANDING IN THE AGENDA 21 CHAPTER ON TECHNOLOGY TRANSFER, BOTH OF WHICH WERE RESOLVED RELATIVELY EASILY THROUGH

NEGOTIATIONS IN THE CONTACT GROUP. LANGUAGE WAS AGREED THAT RECOGNIZED THE LEGITIMACY OF RULES FOR THE ACQUISITION OF TECHNOLOGY THROUGH COMPULSORY LICENSING (WITHIN NOT BETWEEN COUNTRIES) QUOTE IN COMPLIANCE WITH AND UNDER THE SPECIFIC CIRCUMSTANCES RECOGNIZED BY THE RELEVANT INTERNATIONAL CONVENTIONS ADHERED TO BY STATES, UNDERTAKING MEASURES TO PREVENT THE ABUSE OF INTELLECTUAL PROPERTY RIGHTS UNQUOTE. THIS ISSUE POSED NO/NO PROBLEM FOR CANADA. MORE CHALLENGING WAS THE LANGUAGE DEALING WITH PREFERENTIAL AND CONCESSIONAL TERMS FOR TECHNOLOGY TRANSFER. AT PREPCOM FOUR THERE WAS NO/NO AGREEMENT BETWEEN DEVELOPED COUNTRIES AND THE G77 ON HOW TO QUALIFY A RECOGNITION OF THE POSSIBILITY OF TECHNOLOGY TRANSFER ON CONCESSIONAL AND PREFERENTIAL TERMS. AFTER THIS ISSUE HAD BEEN NEGOTIATED THROUGH IN BOTH THE CLIMATE CHANGE AND BIODIVERSITY CONVENTIONS, IT PROVED MUCH EASIER TO RESOLVE AT UNCED. AGREEMENT WAS REACHED TO DROP THE BRACKETS THAT QUALIFIED QUOTE CONCESSIONAL AND PREFERENTIAL TERMS, AS MUTUALLY AGREED UNQUOTE. THE RESULTING CHAPTER IS OVERALL A WELL BALANCED DOCUMENT THAT RECOGNIZES THE ESSENTIAL ROLE OF PRIVATE SECTOR TECHNOLOGY CO-OPERATION AS THE DRIVING FORCE FOR THE TRANSFER OF ENVIRONMENTALLY FRIENDLY TECHNOLOGIES TO DEVELOPING COUNTRIES.

10. **RIO DECLARATION:** AT THE END OF PREPCOM FOUR, CANADA MADE THE FRANKEST STATEMENT FOR THE RECORD OF ANY DELEGATION ABOUT THE SHORTCOMINGS OF THE RIO DECLARATION ON ENVIRONMENT AND DEVELOPMENT. IN SUBSEQUENT ANALYSIS IN OTTAWA, WE IDENTIFIED A NUMBER OF AREAS WHERE IT COULD BE IMPROVED. NEVERTHELESS, WE FOUND BY CANVASSING POSTS THAT VERY FEW COUNTRIES, EITHER DEVELOPED OR DEVELOPING, WERE INTENT UPON RE-OPENING NEGOTIATIONS ON THE DOCUMENT IN RIO. THIS VIEW HAD BECOME NEARLY UNIVERSAL BY THE START OF THE CONFERENCE. IT WAS REINFORCED BY THE TACTICS OF TOMMY KOH, WHO DELIBERATELY SCHEDULED THE RIO DECLARATION AS THE LAST ITEM FOR CONSIDERATION AT 05:25 HOURS ON THE FINAL MORNING OF THE

MEETING OF THE MAIN COMMITTEE. COUNTRIES ALLOWED THE TEXT TO GO THROUGH UNCHANGED.

11. THE UNTOUCHED TEXT OF THE RIO DECLARATION WILL THEREFORE STAND AS ONE OF THE MOST VISIBLE OUTCOMES FROM UNCED, FAULTS AND ALL. NEVERTHELESS, THE DECLARATION DOES CONTAIN CERTAIN INNOVATIVE FORWARD LOOKING PRINCIPLES, ON SUCH SUBJECT AS PUBLIC PARTICIPATION, THE PRECAUTIONARY APPROACH, POLLUTER PAYS AND ENVIRONMENTAL IMPACT ASSESSMENTS. GIVEN THAT SO MANY COUNTRIES EXPRESSED REGRETS AT EITHER THE OVERALL BALANCE OF THE DOCUMENT, OR THE WORDING OF SPECIFIC PRINCIPLES, THE FUTURE AUTHORITY OF THE TEXT IS UNCLEAR. IT SEEMS LIKELY THAT, AKIN TO THE STOCKHOLM DECLARATION, ONLY CERTAIN PRINCIPLES WILL STAND THE TEST OF TIME.

12. IN THE MEANTIME, THE PRIME MINISTER WAS THE FIRST LEADER AT THE EARTH SUMMIT TO ENDORSE THE CONCEPT OF NEGOTIATING A TRUE EARTH CHARTER BY 1995, ALONG THE LINES OF OUR ORIGINAL VISION OF A CONCISE STATEMENT OF PRINCIPLES THAT WOULD INTEGRATE ENVIRONMENT AND DEVELOPMENT. THIS POSITION WAS ECHOED IN THE SUBSEQUENT SUMMIT STATEMENTS BY SWITZERLAND, BY BOTSWANA SPEAKING FOR THE ENTIRE AFRICAN GROUP AND BOTH UNCED SEC-GEN STRONG AND UN SEC GEN BOUTROS GHALI. ALL OF THEM SUPPORTED LINKING THE NEGOTIATIONS OF SUCH AN EARTH CHARTER TO THE CELEBRATION OF THE 50TH ANNIVERSARY OF THE UNITED NATIONS. THIS IS A TASK THAT COULD LOGICALLY BE GIVEN TO THE SUSTAINABLE DEVELOPMENT COMMISSION TO NEGOTIATE.

13. **INSTITUTIONS:** ONE OF UNCED'S PRINCIPAL ACHIEVEMENTS WAS THE AGREEMENT TO ESTABLISH AN FOCAL POINT WITHIN THE UN SYSTEM TO EXAMINE THE PROGRESS ON FOR CONTINUING WORK ON THE IMPLEMENTATION OF AGENDA 21. THIS WILL BE A HIGH LEVEL SUSTAINABLE DEVELOPMENT COMMISSION, THAT WILL HAVE ITS OWN SMALL SECRETARIAT (TO BE REDEPLOYED FROM EXISTING UN RESOURCES). IT WILL ENCOURAGE THE ACTIVE INVOLVEMENT OF NGOS AND SCIENTIFIC EXPERTS. IT WILL BE MANDATED TO RECEIVE QUOTE PERIODIC COMMUNICATIONS OR NATIONAL REPORTS, REGARDING THE ACTIVITIES THEY UNDERTAKE TO IMPLEMENT AGENDA 21 UNQUOTE. THE COMMISSION WILL REPORT THROUGH ECOSOC, RATHER THAN

DIRECTLY TO THE GENERAL ASSEMBLY. THE MODALITIES OF THE COMMISSION, INCLUDING ITS SIZE, RESOURCES AND LOCATION, WILL BE NEGOTIATED AT UNGA THIS AUTUMN.

14. CANADA IS PLEASED WITH THIS RESULT. THE ESTABLISHMENT OF SUCH COMMISSION WAS ONE OF THE FIVE CANADIAN OBJECTIVES FOR UNCED OUTLINED IN THE PRIME MINISTERS SPEECH ON 01JUNE. IT MEETS THE CLEAR NEED FOR A VISIBLE FOLLOW-UP PROCESS FOR AGENDA 21. THE DECISION TO CREATE THE COMMISSION LENDS GREATER CREDIBILITY TO THE WORK THAT UNCED HAS ACHIEVED TO DATE. CANADA STRONGLY ADVOCATED A ROLE FOR NGOS IN THE COMMISSION AND THE NEED FOR IT TO RECEIVE PERIODIC REPORTS ON AGENDA 21 IMPLEMENTATION FROM GOVTS. WE RE-INFORCED THE LATTER POINT IN THE FINANCIAL RESOURCES CHAPTER BY ENCOURAGING COUNTRIES TO DEVELOP NATIONAL SUSTAINABLE DEVELOPMENT PLANS TO CO-ORDINATE FUNDING FOR THE IMPLEMENTATION OF AGENDA 21. BOTH OF THESE ELEMENTS ARE NOW IN THE SUSTAINABLE DEVT COMMISSIONS MANDATE. THEY WILL BE CRITICAL TO INCREASING THE INTL ACCOUNTABILITY OF GOVTS IN TAKING ACTION ON THE RESULTS OF UNCED. THE CLEAR MESSAGE CONTAINED IN THE INSTITUTIONAL RESULT OF THIS CONFERENCE IS THAT IF COUNTRIES WISH TO STRENGTHEN INTERNATIONAL CO-OPERATION IN THE FIELD OF SUSTAINABLE DEVELOPMENT, THEY MUST BE PREPARED TO OPENLY DISCUSS THE PROBLEMS THEY ENCOUNTER IN IMPLEMENTING AGENDA 21.

15. **FINANCIAL RESOURCES:** THE LAST AND MOST DIFFICULT ISSUE TO RESOLVE AT UNCED WAS THE CHAPTER ON FINANCIAL RESOURCES. THE CHALLENGE FACED BY THE CONFERENCE WAS TO PRESSURE THE G77 TO MOVE AWAY FROM THE TEXT THEY TABLED AT THE FOURTH PREPCOM IN NEW YORK, AND TO DROP THEIR VARIOUS DEMANDS, SUCH AS A NEW GREEN FUND DEDICATED TO CAPTURING NEW AND ADDITIONAL RESOURCES FOR AGENDA 21. AFTER THREE ATTEMPTS, THE CHAIRMAN, AMB RICUPERO OF BRAZIL, SUCCEEDED IN WINNING G77 SUPPORT FOR HIS CHAIRMANS PAPER (WHICH DREW SUBSTANTIALLY ON THE LANGUAGE THAT HAD BEEN NEGOTIATED BUT NOT APPROVED IN NEW YORK UNDER JOHN BELLS CHAIRMANSHIP). THE G77 DROPPED THE GREEN FUND CONCEPT. AGREEMENT WAS REACHED ON

HOW THE GEF SHOULD BE RESTRUCTURED SO THAT IT COULD PLAY A LEGITIMATE ROLE IN FUNDING QUOTE THE AGREED INCREMENTAL COSTS OF RELEVANT ACTIVITIES UNDER AGENDA 21 UNQUOTE. THIS LANGUAGE REFLECTED THE RESULTS OF THE APRIL GEF MTG IN WSHDC.

16. THE TWO MOST DIFFICULT ISSUES IN THE END CONCERNED THE POSSIBILITY OF AN EARTH INCREMENT IN THE IDA10 REPLENISHMENT, AND RE-AFFIRMATION OF THE 0.7 PERCENT ODA TARGET AND THE TIME FRAME FOR REACHING IT. BOTH WERE NEGOTIATED DURING THE EARTH SUMMIT ITSELF. ON IDA, A COMPROMISE WAS REACHED RECOMMENDING A SUBSTANTIAL REPLENISHMENT OF IDA, GIVING SPECIAL CONSIDERATION TO THE STATEMENT MADE AT UNCED BY IBRD PRESIDENT LEWIS PRESTON (WHO RECOMMENDED THAT IDA DEPUTIES CONSIDER AN EARTH INCREMENT IN ADDITION TO A INCREASED REPLENISHMENT OF IDA IN REAL TERMS). ON ODA, LANGUAGE AGREEMENT WAS REACHED ON THE FOLLOWING TEXT: QUOTE DEVELOPED COUNTRIES REAFFIRM THEIR COMMITMENTS TO REACH THE ACCEPTED UNITED NATIONS TARGET OF 0.7 PERCENT OF GNP FOR ODA AND, TO THE EXTENT THAT THEY HAVE NOT YET REACHED THAT TARGET, AGREE TO AUGMENT THEIR AID PROGRAMMES IN ORDER TO REACH THAT TARGET AS SOON AS POSSIBLE AND TO ENSURE A PROMPT AN EFFECTIVE IMPLEMENTATION OF AGENDA 21. SOME COUNTRIES AGREE OR HAVE AGREED TO REACH THE TARGET BY THE YEAR 2000. IT WAS AGREED THAT THE SUSTAINABLE DEVELOPMENT COMMISSION WOULD REGULARLY REVIEW AND MONITOR PROGRESS TOWARDS THIS TARGET UNQUOTE.

17. THE CHAIRMAN OF THE G77 MADE IT CLEAR IN HIS FINAL STATEMENT THAT DEVELOPING COUNTRIES WILLINGNESS TO IMPLEMENT AGENDA 21 WOULD BE CONTINGENT ON FURTHER PLEDGES OF NEW AND ADDITIONAL RESOURCES FROM DONORS IN THE COMING MONTHS. THE MANDATE GIVEN TO THE SUSTAINABLE DEVT COMMISSION TO REVIEW DONORS PLEDGES IS LIKELY TO EXPOSE CANADA AND OTHER DONORS TO CONTINUING PRESSURE TO PROVIDE ADDITIONAL FUNDING FOR SUSTAINABLE DEVT.

REPORTING TELEX

THE ROAD FROM RIO: THE INTERNATIONAL ENVIRONMENTAL AGENDA

SUMMARY: WITH THE CONCLUSION OF UNCED, A NEW PHASE IN ENVIRONMENTAL DIPLOMACY HAS BEGUN. IN MUNICH, G-7 LEADERS AGREED UPON A NUMBER OF IMMEDIATE MEASURES TO FOLLOW UP THE OUTCOMES OF RIO. IN THIS POST UNCED AGENDA, CANADAS PRIORITIES ARE: RATIFICATION AND EARLY ENTRY INTO FORCE OF THE CLIMATE CHANGE AND BIODIVERSITY CONVENTIONS; ESTABLISHMENT OF THE NEW UN SUSTAINABLE DEVT COMMISSION; FOLLOW UP OF KEY COMMITMENTS REGARDING FUNDING OF AGENDA 21 AND THE CONVENTIONS: ASSISTANCE TO OTHER COUNTRIES TO FORMULATE THEIR OWN NATIONAL SUSTAINABLE DEVT PLANS; IMPLEMENTATION OF KEY COMMITMENTS UNDER THE UNCED OCEANS AGENDA - IN PARTICULAR THE TWO CONFERENCES ON HIGH SEAS OVER-FISHING AND LAND-BASED SOURCES OF MARINE POLLUTION; ESTABLISHING A REVIEW PROCESS FOR THE IMPLEMENTATION OF THE FOREST PRINCIPLES; AND PROMOTING GREATER CO-OPERATION IN CAPACITY BUILDING AND TECHNOLOGY TRANSFER AMONG INTL ORGS INVOLVED IN SUSTAINABLE DEVT. CANADA WILL ALSO HAVE TO DEAL WITH ISSUES NOT/NOT ADEQUATELY ADDRESSED IN RIO. THIS LIST INCLUDES: THE INTEGRATION OF ENVT AND ECON FACTORS IN GOVT POLICIES; THE LINKED ISSUES OF OVER-POPULATION AND OVER-CONSUMPTION OF RESOURCES; THE DEVT ISSUES ON THE UNCED AGENDA; AND THE NEED TO ENSURE THAT ENVTAL REGULATIONS AND INNATL TRADE RULES ARE MUTUALLY REINFORCING.

2. REPORT: THE NEXT PHASE OF ENVTAL DIPLOMACY WILL FOCUS BOTH ON WHAT WAS AGREED IN RIO AND WHAT WAS NOT. IN OTTAWA, THE INTER-DEPTL COMMUNITY HAS NOW BEGUN AN ASSESSMENT OF OUR DOMESTIC COMMITMENTS UNDER AGENDA 21, AND THE MANY INTL CHANNELS WHICH WE WILL HAVE TO USE TO PURSUE IMPLEMENTATION OF THE OUTCOMES OF RIO. A COMPREHENSIVE DOMESTIC FOLLOW-UP PROGRAM IS BEING PLANNED. INTERNATIONALLY, G-7 LEADERS AGREED IN MUNICH TO A NUMBER OF IMMEDIATE MEASURES FOR UNCED

FOLLOW-UP. THE FOLLOWING IS OUR INITIAL VIEW OF THE CHALLENGES AHEAD. WE ENCOURAGE POSTS TO DRAW ON THESE POINTS WITH HOST GOVT INTERLOCUTORS, AND TO REPORT ON HOW OTHER GOVTS VIEW ON THE NEXT PHASE OF THE INTL ENVT AND DEVT AGENDA.

3. **CONVENTIONS:** ONE OF THE PMS PRINCIPAL THEMES DURING UNCED WAS THE NEED FOR A QUOTE QUICK START UNQUOTE TO THE RATIFICATION AND IMPLEMENTATION OF BOTH THE CLIMATE CHANGE AND BIODIVERSITY CONVENTIONS. CANADA IS COMMITTED TO RATIFYING BOTH CONVENTIONS BY THE END OF 1992. THE MUNICH SUMMIT COMMITTED ALL MEMBERS OF THE G-7 TO RATIFYING THE CLIMATE CHANGE CONVENTION BY THE END OF 1993, AND CALLED ON OTHER COUNTRIES TO DO THE SAME. ALTHOUGH THE MUNICH COMMUNIQUE DOES NOT/NOT MAKE THE SAME COMMITMENT REGARDING BIODIVERSITY - DUE TO THE USA POSITION ON THE CONVENTION - CDA WILL CONTINUE TO URGE OTHER COUNTRIES TO SIGN AND RATIFY IT PROMPTLY AS WELL. BIODIVERSITY WILL REQUIRE THIRTY RATIFICATIONS TO COME INTO FORCE, WHILE CLIMATE CHANGE WILL REQUIRE FIFTY. IN THE MEANTIME, UNTIL ENTRY INTO FORCE IS ACHIEVED, WE WILL BE PURSUING AN ACTIVE PROGRAM OF SCIENTIFIC RESEARCH AND COUNTRY STUDIES TO DEEPEN THE INTL KNOWLEDGE BASE REQUIRED TO IMPLEMENT BOTH CONVENTIONS. WE WILL ALSO BE PREPARING FOR FURTHER MEETINGS OVER THE NEXT 18 MONTHS OF THE SIGNATORIES TO BOTH CONVENTIONS WHICH WILL FURTHER DEFINE THEIR OPERATING PROCEDURES, IN PARTICULAR THE MODALITIES FOR FINANCING UNDER THE GEF.

4. **SUSTAINABLE DEVELOPMENT COMMISSION:** AT MUNICH THE G-7 RECOGNIZED THAT THE UN SUSTAINABLE DEVELOPMENT COMMISSION AGREED AT RIO QUOTE WILL HAVE A VITAL ROLE TO PLAY IN MONITORING THE IMPLEMENTATION OF AGENDA 21 UNQUOTE. IT WILL BE ESSENTIAL AT UNGA 47 THIS FALL TO ESTABLISH THE COMMISSION IN A FASHION WHICH WILL ALLOW IT TO BEGIN WORK QUICKLY AND PRAGMATICALLY EARLY NEXT YEAR. WE CAN ALREADY IDENTIFY FIVE IMPORTANT FACTORS FOR THE SUCCESS OF THE COMMISSION. FIRST, IT HAS TO BE GIVEN EFFECTIVE SECT SUPPORT (EITHER THROUGH ITS OWN SECT, OR THROUGH THE STAFF ASSIGNED

TO A POSSIBLE UNDER SECGEN POSITION IN NEW YORK). SECOND, A MEANS HAS TO BE FOUND TO EFFECTIVELY INTRODUCE INPUT FROM THE MAJOR GROUPS RECOGNIZED BY AGENDA 21 - I.E. WOMEN, NGOS, BUSINESS, LABOUR, PRIMARY PRODUCERS, YOUTH, INDIGENOUS PEOPLE AND SCIENTISTS - INTO DELIBERATIONS OF THE COMMISSION. THIRD, THE ASSESSMENT OF REPORTS SUBMITTED BY NATL GOVTS ON IMPLEMENTING AGENDA 21 SHOULD BE BUILT INTO THE COMMISSIONS WORK PROGRAM. FOURTH, THE MANDATE GIVEN TO THE COMMISSION TO MONITOR THE FLOW OF NEW AND ADDTL RESOURCES TO DEVELOPING COUNTRIES HAS TO BE DEFINED IN SUCH A WAY THAT IT DOES NOT/NOT DUPLICATE WORK ALREADY DONE BY THE OECD OR IBRD, AND SO THAT IT DOES NOT/NOT POLITICIZE THE SECTS WORK ON NORTH-SOUTH LINES. FIFTH, THE COMMISSION WILL NEED TO HAVE A PRAGMATIC AGENDA SETTING PROCEDURE - SO THAT IT IS NOT/NOT SWAMPED WITH HAVING TO REVIEW ALL OF AGENDA 21 EVERY TIME IT MEETS.

5. **FINANCIAL RESOURCES:** AT LEAST THREE ISSUES ARISING OUT OF THE FINANCIAL RESOURCES CHAPTER OF AGENDA 21 WILL REQUIRE ATTENTION. FIRST, UNCED RECOGNIZED THE IMPORTANT ROLE THE GEF WILL PLAY IN FINANCING THE OUTCOMES OF UNCED, RELATED TO GLOBAL ISSUES; BUT THAT RECOGNITION WAS LINKED TO A CONTINUING PROCESS OF MAKING THE GOVERNANCE OF THE GEF QUOTE MORE DEMOCRATIC UNQUOTE. CONTINUING EFFORT WILL BE REQUIRED AT THE NEXT GEF PARTICIPANTS MTGS TO MAKE THE GOVERNANCE OF THE FUND AS TRANSPARENT AND AS RESPONSIVE TO THE DEVELOPING COUNTRIES INTERESTS AS POSSIBLE, CONSISTENT WITH THE EFFICIENT OPERATION OF THE FACILITY. SECOND, THE MUNICH COMMUNIQUE CONFIRMED THE G-7S GOAL OF ESTABLISHING THE GEF AS A PERMANENT FUNDING MECHANISM. THIS WILL REQUIRE ADDRESSING THE ISSUE OF FINANCING A GEF REPLENISHMENT - PERHAPS AS EARLY AS NEXT YEAR (A PROSPECT RAISED EXPLICITLY BY MAJOR, KOHL AND MITTERAND IN THEIR SPEECHES TO THE EARTH SUMMIT). THIRD, THE PROPOSAL FOR AN EARTH INCREMENT ON TOP OF IDA 10 REMAINED ON THE TABLE FOLLOWING UNCED. DEVELOPING COUNTRIES WILL REGARD DONORS RESPONSE TO THIS PROPOSAL IN THE FORTHCOMING NEGS ON IDA 10 REPLENISHMENT AS A LITMUS

TEST OF DONORS CONTINUING COMMITMENT POST RIO TO PROVIDE NEW AND ADDITIONAL FUNDS FOR THE IMPLEMENTATION OF AGENDA 21.

6. NATIONAL SUSTAINABLE DEVT PLANS: THE MUNICH COMMUNIQUE CALLED FOR ALL COUNTRIES TO PREPARE AND PUBLISH NATIONAL ACTION PLANS TO ACHIEVE SUSTAINABLE DEVT BY THE END OF 1993. THIS WAS A PRINCIPAL CDN OBJECTIVE FOR UNCED, GIVEN OUR OWN DOMESTIC EXPERIENCE WITH THE GREEN PLAN. ONE OF OUR MAIN BILATERAL INITIATIVES AT UNCED WAS A CONTRIBUTION OF CDN 2 MILLION DLRS, PLUS CDN TECHNICAL EXPERTISE, TO A USA DLRS 10 MILLION PROGRAM SPONSORED BY UNDP. THIS WILL HELP DEVELOPING COUNTRIES DRAW UP THEIR OWN NATIONAL SUSTAINABLE DEVT PLANS. WE WILL BE LOOKING FOR FURTHER OPPORTUNITIES TO ENCOURAGE OTHER COUNTRIES TO DEVELOP NATIONAL STRATEGIES AS WE HAVE DONE. SUCH STRATEGIES WILL ASSIST THE PROCESS OF IMPLEMENTING THE CONVENTIONS. THEY WILL PROVIDE THE BASIC MATERIAL REGARDING GOVTS COMMITMENTS TO IMPLEMENT AGENDA 21 THAT CAN BE SUBMITTED TO THE SUSTAINABLE DEVT COMMISSION. FOR DEVELOPING COUNTRIES, THEY WILL BE VERY VALUABLE AS A MEANS OF CO-ORDINATING EXTERNAL FINANCING FOR SUSTAINABLE DEVT. FINALLY, FEEDBACK FROM OTHER COUNTRIES EXPERIENCES IN DRAFTING SUCH STRATEGIES WILL HELP CDA REFINE OUR GREEN PLAN.

7. MARINE ISSUES: CONVENING THE INTL CONFERENCE ON HIGH SEAS FISHING AGREED AT UNCED IN 1993 WILL BE A KEY PRIORITY FOR CANADA. THIS GOAL WAS ALSO ENDORSED AT MUNICH. ALSO GIVEN CANADAS PAST ADVOCACY OF INCREASED MEASURES TO CONTROL LAND BASED SOURCES OF MARINE POLLUTION, WE WILL BE ACTIVELY SUPPORTING THE COMMITMENT IN AGENDA 21 FOR A UNEP SPONSORED CONFERENCE ON THIS TOPIC. AT LEAST TWO OTHER CONFERENCES WERE ENDORSED IN THE OCEANS CHAPTER OF AGENDA 21 (A CONFERENCE ON THE SUSTAINABLE DEVT OF ISLANDS, AND ONE ON COASTAL ZONE MANAGEMENT). THIS AMBITIOUS AGENDA WILL HAVE TO BE CAREFULLY SEQUENCED TO AVOID OVER-TAXING PARTICIPATING GOVTS AND TO AVOID CONFLICTING RESULTS.

8. FORESTS: UNCED PRODUCED AN AGREED SET OF FOREST PRINCIPLES, BUT LEFT THEIR FOLLOW-UP PROCEDURES VERY VAGUE.

THE MUNICH COMMUNIQUE CLEARLY ADDRESSED THIS POINT BY CALLING FOR QUOTE AN INTERNATIONAL REVIEW PROCESS FOR THE FOREST PRINCIPLES UNQUOTE AND QUOTE AN EARLY DIALOGUE UNQUOTE WITH DEVELOPING COUNTRIES OVER THEIR IMPLEMENTATION. THERE IS NO OBVIOUS INSTITUTIONAL HOME AT THE MOMENT FOR SUCH A REVIEW PROCESS, NOR FOR A DIALOGUE OVER THE FOREST PRINCIPLES. ONE OPTION, WHICH WE WILL EXAMINE, WOULD BE TO GIVE THE SUSTAINABLE DEVT COMMISSION SUCH A MANDATE. WE WILL ALSO BE LOOKING FOR AN EARLY OPPORTUNITY TO DEVELOP INTL AGREED GUIDELINES FOR SUSTAINABLE MANAGEMENT OF ALL TYPES OF FORESTS, AS ENVISAGED BY THE FOREST PRINCIPLES. WE EXPECT TO USE OUR INTL MODEL FOREST INITIATIVE ANNOUNCED AT UNCED (INTENDED TO TWIN THREE MODEL FOREST PROJECTS IN DEVELOPING COUNTRIES WITH A NETWORK OF MODEL FORESTS IN CANADA) TO STRENGTHEN THE SHARED EXPERTISE IN IMPLEMENTING OF THE UNCED FOREST PRINCIPLES, UNDER DIFFERENT ECOLOGICAL AND SOCIO-ECONOMIC CONDITIONS.

9. **TECHNOLOGY TRANSFER AND CAPACITY BUILDING:** THE IMPORTANCE OF BOTH OF THESE ISSUES FOR DEVELOPING COUNTRIES IN ACHIEVING SUSTAINABLE DEVT WERE HIGHLIGHTED THROUGH UNCED, AND ACKNOWLEDGED AGAIN IN THE MUNICH COMMUNIQUE. IT IS CLEAR THAT INTL DEVT ORGS WILL HAVE TO DEVOTE GREATER RESOURCES TO BOTH IN THEIR FUTURE ACTIVITIES. CDAS PRINCIPAL COMMITMENT IN THIS AREA AT UNCED WAS THE PMS ANNOUNCEMENT IN RIO THAT THE MANDATE OF THE IDRC WOULD BE BROADENED TO EMPHASIZE SUSTAINABLE DEVT; AND THAT ITS LINKS WITH OTHER INTL INSTITUTIONS DEDICATED TO TECHNOLOGY TRANSFER AND CAPACITY BUILDING WOULD BE STRENGTHENED, BY REQUESTING THE UN SECRETARIAT AND THE WORLD BANK TO PROPOSE THEIR OWN APPOINTEES TO THE IDRC BOARD.

10. **PRIORITIES NOT/NOT ADDRESSED AT RIO.** THE FOLLOWING IMPORTANT ENVT ISSUES WERE NEVER ADEQUATELY ADDRESSED IN THE UNCED PROCESS. THESE NOW REQUIRE A SUSTAINED EFFORT, NOT ONLY BECAUSE THEY ARE IMPORTANT IN THEIR OWN RIGHT, BUT BECAUSE THEY WILL ERODE THE VALUE OF THE AGREEMENTS ACHIEVED IN RIO IF THEY ARE REMAIN UNRESOLVED.'

11. ENVIRONMENT AND DEVELOPMENT: THE FIRST IS THE NEED TO HASTEN THE INTEGRATION OF ENVIRONMENT AND ECONOMIC FACTORS IN THE FORMULATION OF GOVERNMENTS DEVELOPMENT POLICIES. THIS WAS INTENDED TO BE THE PRINCIPAL GOAL OF UNCED. IT WAS PARTIALLY ACHIEVED IN THE DETAIL OF AGENDA 21 - THE SPECIFIC ACTIVITIES OUTLINED IN EACH CHAPTER ARE FORMULATED TO ACHIEVE BOTH ENVIRONMENT AND DEVELOPMENT OBJECTIVES, AND CAN NOT/NOT BE NEATLY CLASSIFIED UNDER ONE HEADING OR THE OTHER. HOWEVER, AT THE POLITICAL LEVEL, THE CONFERENCE FAILED TO ENDORSE THIS OBJECTIVE. THIS FAILURE IS MOST CLEARLY EXPRESSED IN THE RIO DECLARATION, WHICH IN FACT REINFORCES THE DICHOTOMY BETWEEN THE TWO. ONE OF THE PMS SUGGESTIONS AT UNCED WAS THAT THE INTERNATIONAL COMMUNITY SHOULD STRIVE TO NEGOTIATE A TRUE EARTH CHARTER WHICH WOULD HAVE THE INTEGRATION OF ENVIRONMENT AND DEVELOPMENT AS A PRINCIPAL GOAL, IN TIME FOR THE 50TH ANNIVERSARY OF THE UN IN 1995. BOTH BOUTROS GHALI AND STRONG REFERRED TO THIS CONCEPT IN THEIR CLOSING STATEMENTS IN RIO.

12. POPULATION AND CONSUMPTION: THE FAILURE OF UNCED TO DEAL VIGOROUSLY WITH BOTH ISSUES WERE WIDELY REMARKED UPON IN RIO. IN THE CASE OF POPULATION, THE 1994 UN POPULATION CONFERENCE GIVES THE INTERNATIONAL COMMUNITY ANOTHER OPPORTUNITY IN THE RELATIVELY NEAR FUTURE TO MOVE THIS AGENDA FORWARD, IN THE LIGHT OF THE SUSTAINABLE DEVELOPMENT IMPERATIVES IDENTIFIED AT UNCED. IN THE CASE OF CONSUMPTION, THIS ISSUE HAS EITHER BEEN DISCUSSED TO DATE EITHER IN THE REALM OF NORTH - SOUTH IDEOLOGY, OR ON THE MARGINS OF TECHNICAL DISCUSSIONS AT THE OECD. THE CONCEPTUAL WORK HAS NOT/NOT REALLY BEEN DONE TO IDENTIFY AN INTERNATIONAL AGENDA FOR REDUCING ENVIRONMENTALLY UNSUSTAINABLE PATTERNS OF CONSUMPTION THAT MARKET ORIENTED INDUSTRIALIZED COUNTRIES WOULD BE LIKELY TO SUPPORT. THE AGENDA 21 CHAPTER ON THIS TOPIC OUTLINES A MODEST INTERNATIONAL RESEARCH PROGRAM - WHICH SHOULD BE SUPPORTED (PERHAPS THROUGH THE SUSTAINABLE DEVELOPMENT COMMISSION) AS A FIRST STEP TOWARDS BRINGING CLARITY TO THE OVERCONSUMPTION VS OVERPOPULATION POLEMIC. AS MORE INDUSTRIALIZED COUNTRIES DEVELOP THEIR NATIONAL SUSTAINABLE DEVELOPMENT STRATEGIES AND OECD WORK PROGRESSES, WE WILL HAVE MORE

COMPARATIVE INFO ON USING MARKET MECHANISMS TO ALTER PATTERNS OF CONSUMPTION TO ACHIEVE ENVTL GOALS.

13. **DEVELOPMENT ISSUES:** KEY DEVELOPMENT ISSUES SUCH AS POVERTY, HEALTH, AND MACRO-ECONOMIC POLICY WERE ONLY DEALT WITH VERY LATE IN THE UNCED POLICY PREPARATORY PROCESS AND THUS THESE SECTIONS OF AGENDA 21 RANGE FROM CURSORY TO WEAK. THE SUSTAINABLE DEVELOPMENT COMMISSION WILL HAVE TO ENSURE THAT A BETTER BALANCE IS STRUCK BETWEEN THESE KEY SOCIO-ECONOMIC ISSUES AND THE NATURAL RESOURCE SECTIONS OF AGENDA 21. THESE SOCIO-ECONOMIC ISSUES, AS WELL AS RESOURCE ISSUES OF MAJOR INTEREST TO DEVELOPING COUNTRIES SUCH AS DESERTIFICATION, DEFORESTATION AND WATER SUPPLY ARE OF MAJOR IMPORTANCE TO CANADAS DEVT CO-OPERATION PROGRAM. THROUGH ITS SUSTAINABLE DEVELOPMENT FRAMEWORK CIDA WILL BE INCREASINGLY INTEGRATING ENVIRONMENT AND DEVELOPMENT ISSUES IN BOTH ITS POLICIES AND PROGRAMS.

14. **ENVT AND TRADE:** LASTLY, AS THE PM ACKNOWLEDGED IN HIS PRE UNCED SPEECH ON 01JUNE, THE NEXT ROUND OF MULTI-LATERAL TRADE NEGOTIATIONS WILL HAVE TO ADDRESS THE LINKAGES BETWEEN ENVT AND TRADE AS A CENTRAL ISSUE. UNCED DELIBERATELY DID NOT/NOT ATTEMPT TO COMPETE WITH WORK NOW UNDERWAY ON THIS TOPIC IN THE OECD AND THE GATT. HOWEVER, IF THERE IS ONE POST UNCED GROWTH INDUSTRY, FOR ENVTAL ANALYSTS, POLICY MAKERS AND NEGOTIATORS, THIS IS IT. TO PROTECT BOTH TRADING INTERESTS AND GLOBAL ENVTAL OBJECTIVES, EVERY GOVT, INCLUDING OUR OWN, WILL NEED TO DEVELOP ITS OWN LONG TERM AGENDA ON THIS ISSUE.

Office of the
Prime Minister



Cabinet du
Premier ministre

NOTES FOR AN ADDRESS

BY

PRIME MINISTER BRIAN MULRONEY

ENVIRONMENT WEEK

CANADIAN MUSEUM OF CIVILIZATION

HULL, QUEBEC

JUNE 1, 1992

CHECK AGAINST DELIVERY

I want to join in welcoming you -- today's youth and tomorrow's leaders -- to the Museum of Civilization to mark Environment Week in this month and year of the Earth Summit.

This splendid museum represents the heritage of Canada and the world. The Haida canoes in the main exhibition hall are reminders of the close relationship between the first Canadians and their environment.

The Earth Day flag behind me is a magnificent symbol of the commitment of all Canadians to preserving and enhancing the environment. Signed by over 400,000 Canadians and sponsored by Canadian Tire, the Earth flag will be presented in Rio de Janeiro to Earth Summit delegates and heads of government who will be invited to sign it.

A group of you will be attending the Earth Summit on behalf of all young Canadians. Yours is the environment generation and you are concerned about the kind of world you will inherit and the kind of world you will lead. That is my concern, too.

The fundamental goal of government is to make a better world - a world that is safe from war and safe for democracy; a world that is free from deprivation and free from degradation; a world of sustainable development.

Sustainable development requires the wisdom to live in harmony with nature, so that people can both prosper economically and preserve the health of their environment. Sustainable development also requires the perspective to see the interdependence of a world in which the winds and ocean currents need no passports and recognize no boundaries. It is an issue of world-wide significance. No one is untouched by it.

It is no accident that in Canadian communities with blue boxing for waste management, participation rates run as high as 90 percent. People want to make a difference, and they must make a difference, because the problems are serious. Global warming, or the greenhouse effect, is caused by carbon dioxide emissions from everything from factories to cars. Acid rain is caused by sulphur dioxide emissions; it does not stop at the boundary between one province and the next, or the border between one country and the next, or the ocean between one continent and the next.

The only effective way these and other international issues can be addressed is through concerted international action and agreement. That is the goal of the Earth Summit in Rio de Janeiro under the sponsorship of the United Nations, to be attended by the heads of government of nearly 100 countries and over 30,000 people in total.

Certain facts will be staring us squarely in the face. The world's population, which was 2.5 billion people 40 years ago, when I was your age, has doubled since then. It will more than double again by the middle of the next century, in your lifetimes. In the last 30 years, global economic activity has increased by more than 300 percent. And, in the next 60 years, economic activity is projected to increase by as much as 1000 percent.

At those levels of population and economic growth, the world will have to reduce its emissions and wastes by 90 percent, just to remain at the levels they are at today. Almost all of that doubled population will live in the poorer countries of the world, some of which, such as Haiti and Bangladesh, are already living on the brink of ecological disasters.

It is imperative for the nations of the earth, all the nations of the earth, to agree on sustainable development. By now it is no longer a radical new theory, but rather simple common sense, that economic development and environmental improvements go hand in hand.

It stands to reason that if you cut down the world's forests without replanting them, sooner or later you will have no forestry industry. It stands to reason that if you overfish the world's oceans and rivers, sooner or later you will have no fishing industry.

Canada has 10 percent of the world's forests, and a \$50 billion a year forestry industry that is vital to the country's prosperity. We need international standards for forest management so we can all use our forests and save them, too. We need international rules which will bind all nations on how many fish can be caught.

Overfishing, especially off of Canada's east coast, requires the urgent attention of the world's fishing nations, particularly the nations of the European Community. We will press Canada's case at Rio and at every opportunity thereafter.

Not only is a better environment good for people, it is also good for business. It is one of Canada's, and the world's, growth industries. The world market for environmental products at the outset of this decade was estimated at US \$200 billion, and by the year 2000 is expected to grow to \$300 billion. In Canada, the market for environmental products is estimated at up to \$7 billion. That \$7 billion of environmental industries creates another \$13 billion in indirect economic activity, for a total of over \$20 billion.

Two-thirds of Canadian environmental industries are in services, with the remainder in manufacturing. These are knowledge-based industries, industries with a big future in the global economy. Altogether, some 150,000 Canadians work in this growing sector of our economy.

The environment is part of our culture; it helps to determine who we are as Canadians. We have made mistakes but we have learned from them and we are making significant progress. On acid rain, we have reached agreement with the United States for 50 percent reductions in the level of emissions; on ozone depletion, Canada will phase out all CFCs within the next three years. In broader policy terms, we are implementing the Green Plan, which touches all Canadians.

This is not to say we are doing enough in Canada -- far from it. But no country, acting alone, can meet this global challenge. We will only solve these problems by cooperating with others. That is why Rio is such an important milestone for your generation and for generations to follow.

Canada and the world should be moving, and moving quickly, after Rio and I want to suggest a five-point Agenda for the way ahead.

First, all countries need to develop their own Green Plans. Canada's Green Plan has been well received by UN agencies and suggested as a model for other countries. For our own part, we will persevere in implementing it. I will be asking the National Round Table on the Environment and the Economy to advise me by the end of this year on business opportunities for sustainable development.

Second, the agreements on preventing climate change and preserving the world's animal and plant species, which Canada will sign, will require urgent and constructive follow-up. Canada suggests that the countries at Rio establish a quick-start agenda for action, including arrangements for funding projects to prevent climate change and to preserve biodiversity in developing countries. Both agreements must be ratified as soon as possible and Canada undertakes to ratify them within this calendar year.

The bio-diversity accord is an extremely important aspect of sustainable development because it covers, quite simply, life on earth. For example, 20 years ago, only one in five children with leukaemia were successfully treated. Today, the success rate is four out of five, thanks to a strain of rosy periwinkle found only in Madagascar. It is the management of such resources for the benefit of all the world's people which will be covered under the bio-diversity agreement.

Third, and following on the previous point, the rich countries must help the poor countries make progress. There are three aspects to this -- aid, trade and debt. On international financial assistance, I believe we must seek early agreement by all on the purpose, the amount and the rules for providing new and additional funds for the world's poorer countries.

Canada has decided to commit \$25 million to the pilot phase of the Global Environment Facility and we stand ready to provide our fair share when the facility is replenished. Through the Canadian International Development Agency, Canada has allocated \$1.3 billion to sustainable development over the past five years. We will increase that allocation for sustainable development in ODA funding in the years to come. Measures to relieve the burden of debt owed to the richer countries by the poorer countries should be accelerated so they can concentrate on sustainable development. And once the current, Uruguay Round of global trade negotiations is complete, Canada will support a further round of negotiations in which environment will be a focal point.

Fourth, the UN and its agencies must also become part of the solution. The results of the Rio Summit should be endorsed this fall by the United Nations General Assembly. The creation of a Sustainable Development Commission at the UN would be an important step in ensuring that all UN agencies were sensitive to the environment.

And fifth, the idea of an Earth Charter, which slipped beyond our grasp for Rio, should be revived. Just as the Helsinki Accords set a point of reference for human rights and responsibilities, so an Earth Charter would set benchmarks for environmental rights and responsibilities. We would welcome adoption of an Earth Charter by all UNCED countries by 1995, the 50th anniversary of the United Nations.

To make sustainable development a reality for your generation, the Rio generation, the UNCED quick-start agenda would, in summary, create national Green plans; take immediate action on implementing the agreements reached at Rio; provide resources to developing countries; strengthen the environmental leadership role of the UN; and adopt an Earth Charter.

Protecting and restoring the world's environment is a complex, difficult task. No government, no country could achieve this urgent task on its own. My generation will not be able to do it alone. That is why I am so proud and so encouraged to see the dedication and seriousness with which you approach this challenge.

Together, we can make a difference. And the time to start is now.

NATIONAL STATEMENT

OF CANADA

TO THE UNITED NATIONS CONFERENCE

ON ENVIRONMENT AND DEVELOPMENT

GIVEN BY THE HONOURABLE JEAN CHAREST

MINISTER OF ENVIRONMENT

JUNE 11, 1992

Never before have the peoples of the world assembled in such numbers to discuss the future of the Earth.

We have come together under the auspices of the United Nations, the hospitality and generosity of the people of Brazil, through the leadership of Maurice Strong, and through the negotiating skills of Tommy Koh's.

We have come together at a turning point in history.

We have come together at a time when our scientists have told us that our current practices threaten life on Earth. And although the research is continuing there are many things we know absolutely.

We know CFCs deplete the ozone layer.

We know toxic chemicals are found in the breast milk of Inuit mothers in our far North. And we know these chemicals have been borne immense distances from the Americas and Eastern Europe by the winds and the ocean currents.

And we know carbon dioxide causes global warming.

We know these things because science has a seemingly infinite and never ending capacity to identify problems - to provide us with evidence of the symptoms of a sick and degraded planet.

Still it is more than science. It is our personal experience that informs us too.

In my lifetime the population of the planet has almost doubled. In my lifetime the population of the planet may double again.

Global economic activity could increase by up to ten times during the same period.

These are things we know - the challenge is in what we shall do.

Humanity has a unique genius: it has the ability to forecast its destiny and more importantly the ability to change it. And in Canada we are making that change.

An important step was the World Commission on the Environment and Development, under the inspired leadership of Gro Harlem Brundtland. It provided the diagnosis of the global condition and correctly, in the judgement of Canadians, identified the cause of the problem.

It is that we do not integrate environment and economic considerations in our decision-making.

They proposed a fundamentally different approach to economic activity - sustainable development.

A new form of development. One which would meet the needs of the

present without reducing the options for future generations.

Canada was one of four countries that the Brundtland Commission visited on fact finding missions.

Canada hasn't been quite the same since.

Canadians from all walks of life and all sectors were inspired by the Commission and its subsequent report.

A National Task Force on the Environment and the Economy was struck and provided far-reaching recommendations.

The government of Canada launched its Green Plan in 1990 as a prescription for a healthy environment and a healthy economy - an action plan for sustainable development.

The foundation of Canada's Green Plan has been transparency, accountability and inclusion.

Canadians realize that sustainable development requires fundamental change. They are also an inherently cautious, consensus seeking people who will reject abruptly imposed solutions.

The approach we have taken recognizes that change must occur throughout our society and that change must be generated from within in a way that respects the needs and ability of all.

As a consequence we have reached out to all sectors of Canadian society - to business and labour, to environment and development groups, to youth, to women, to aboriginal peoples, to the full participation of our provincial governments. To each, individually and collectively, we have asked for their help, their ingenuity and, most importantly, their commitment to work with us to make the transition to sustainable development.

They have exceeded expectations.

We have been moved and inspired by their accomplishments.

The progress we have already made is sufficient to make us feel optimistic that if we maintain the momentum, real progress will follow.

Three factors are essential to success.

Decision-making must be transparent. The accountability for solutions must be clear and evident. The process must include all sectors of society.

In our societies, no one owns air, the water, the beauty of nature.

Instead people entrust government to act for the common good. Government, in turn, establishes rights of access, enjoyment and occupation to protect the common good.

This is a relationship with clear responsibilities and one that can now only be exercised through international cooperation.

Governments as trustees must lead.

To lead effectively, they must have the moral authority to do so.

The challenge to governments everywhere in this complex, inter related and rapidly changing world is to take the decisions which put us on the path to sustainable development. Only then do they earn the right to challenge others to do the same.

In Canada we have acted.

In our Green Plan the government has committed itself to transforming its decision-making on policies and projects.

The environmental consequences of government initiatives will be presented to the public. Procedures for environmental assessment are being upgraded and enshrined in law. Government operations will be conducted according to a new code of environmental stewardship.

Current laws, programs and regulations will be reviewed against sustainable development criteria.

A new Cabinet Committee on the Environment, one of only five, has been formed to oversee these changes.

The Green Plan details targets and schedules for national policy in many areas, for example:

The emissions of greenhouse gases, not subject to the Montreal Protocol, will be stabilized at 1990 levels by the year 2000.

The manufacture of CFCs will cease at the latest by the year 1995.

We will complete our national parks system by the year 2000.

We will reduce our emissions of sulphur dioxide in Eastern Canada by 50% by the year 1994.

We will reduce our waste by 50% by the year 2000.

We have also substantially increased our funding in science and technology, monitoring and reporting systems and information and education. This represents a major investment in our future.

We have found that an approach based on results, targets and

schedules serves two purposes. Firstly, it clearly establishes the rules and the responsibilities.

Secondly, it draws on the ingenuity of people, institutions and markets.

We like to leave as much flexibility as possible as to how the target is met and none on when it is met. If the rules are clear and encourage innovation it is our experience that industry, in particular, will meet the challenge.

Although we can select from innumerable examples, the case of Northern Telecom, a major Canadian manufacturer of telecommunications equipment and cited by the Business Council on Sustainable Development illustrates the point.

As a result of the Montreal Protocol decision of 1987, this company concluded that CFCs would probably be banned. Rather than wait for tighter government regulations, they decided to eliminate CFCs from their production process by the end of 1991.

They invented new technology and met their target on schedule.

By the year 2000, they will have avoided emissions of 9000 tonnes of CFCs. At the same time they will save \$50 million. They are also making their technology free to developing countries.

With thousands of Canadians on their payroll they have found this success story a morale booster and an aid to recruiting in a competitive market place.

Canada has many progressive companies like Northern Telecom.

They have realized that the market place has gone green as a result of consumer demands. Competitive companies are now economically and environmentally competitive.

The lesson is clear for those who want to learn.

The penalties will be self-inflicted for those who don't.

Progressive companies, operating in open trading system, are important agents in the international transfer of technology and capital investment.

The willingness to experiment with new institutions is essential.

Four years ago we created our National Round Table on the Environment and the Economy. It reports directly to the Prime Minister and has representatives from labour, business, environmental groups, the provinces and aboriginal peoples, universities and research institutions. Ministers of Finance, Industry, Science and Technology, International Trade, Energy and Environment participate in their deliberations. The Round Table

played a key role in developing the positions Canada has taken at this Conference.

Provincial governments also have round tables and the experiment has spread to communities and institutions across the country.

They work on the basis of consensus.

This reflects the reality that many different interests must be reconciled honestly and openly before lasting agreements may be secured.

The resulting partnerships between government and non government sectors are vital.

Canada has a special partnership with its indigenous peoples. In our quest for sustainable development Canada sees an important role for indigenous peoples. They see the environment as a source of both their material well-being and spiritual sustenance.

They have much to teach us about living in harmony with nature and can make an important contribution towards a global shift towards sustainable development.

Canada has encouraged aboriginal peoples to record their knowledge.

We also recognize that self government and a secure land base are essential elements in their continued development.

We will continue to seek and support additional means for international cooperation amongst aboriginal peoples and to help them continue to live sustainably.

Our cities also make an important contribution. They have offered to share the experience with others.

The approach we have taken to our delegation to this Conference reflects our belief that all sectors of society should be full participants in the process. They have been inspired and challenged by the magnitude of the task that has been set by the UNCED agenda.

They, just as surely, will be key agents of change in the world of difference that will follow Rio.

We need their help to ensure that that world of difference is a better world.

Our Green Plan is a dynamic process which we will bring in line with the new standards set by this Conference.

We will have to renew and expand our cooperation with other

countries and international institutions.

Because Canada is a developed country with much of our economy dependent on natural resources, we understand many of the problems of developing countries.

We know how changes in commodity prices and market access can work against the best laid economic plans.

That is why we support a successful conclusion to the Uruguay Round of the GATT and why our Prime Minister made clear that a further round of negotiations should include the environment.

International development cooperation has been a mainstay of Canadian policy for decades. And international environmental cooperation is now 20 years old.

This UN conference has brought two separate public policy tracks irrevocably together.

As a result, the world has become more complicated, but more promising as well.

In Canada, we have heard the voices from developing countries describing their most pressing needs.

The relationship between poverty and degradation of the environment is evident.

Addressing it needs new commitments and much greater effort.

We must break the vicious downward spiral by which environmental setbacks make poor people even poorer and force them to plunder their environmental capital.

It should concern us deeply that the disparities in well-being are widening.

In the past thirty years, income disparities between the North and the South have grown from twenty times to sixty times.

This trend is simply not sustainable.

No tanks or missiles can defend against the loss of security caused by a degraded environment.

To invest in poverty eradication is to invest in our future security.

To improve the quality of life, to eradicate hunger, to foster human dignity is the best long term investment we can make.

This holds true even when we apply dispassionate economic analysis.

Debates at UNCED on water, land and the air have been part of discussions on human health, poverty and social needs.

We have also examined the economic, trade and financial dimensions of the issues.

The environment and development have become one in the course of our two-year dialogue.

This is true for governments and for international organizations.

It is equally true that as the dialogue deepened governments opened up to the views of others in ways we never explored before.

Through this process we have learned much about other countries. We have also learned much about ourselves.

The crucial role of women for the implementation of Agenda 21 has been widely acknowledged but they have been denied too long their rightful place in decision-making.

Indigenous people have shared with us their remarkable knowledge about the natural world and its sustainable use.

Parliamentarians, spiritual leaders, non-governmental groups, the business community - they have all set a new standard for contributing to this vast international process. And that will continue to grow.

They will look to us, governments and leaders, to ensure that we build on the Rio momentum.

Simply speaking, in Canada and around the world they will hold us accountable for the commitments made at Rio.

They will expect to be included in the decisions that flow from Rio.

They will expect our decision-making to be transparent as a result of Rio.

It is up to us to meet those expectations and thereby build a world of sustainable development.

Thank you.

Office of the
Prime Minister



Cabinet du
Premier ministre

CANADA

NOTES

FOR AN ADDRESS BY

PRIME MINISTER BRIAN MULRONEY

EARTH SUMMIT

RIO DE JANEIRO, BRAZIL

JUNE 12, 1992

CHECK AGAINST DELIVERY

Our generation has seen our planet from space. We know its beauty and we understand our fragility. We know that nature is part of us as we are a part of nature.

Canada's national soul breathes its life from our forests and plains and mountains and lakes. Our native peoples depend on the environment for their spiritual sustenance and material well-being. Canadians are the stewards of 10 percent of the world's forests. We are the custodians of 20 percent of the world's fresh water. And we are the guardians of the longest coast line in the world.

Ours is a history of interdependence with a vast, at times forbidding, but always beautiful and bountiful land. Ours is also a history of environmental interdependence with our neighbour, the United States, in one of the world's most successful relationships, from the Boundary Waters Treaty of 1909 to the Acid Rain Accord of 1991. The Acid Rain Accord which will cut acid rain causing emissions in half and which President Bush and I had the privilege of signing, has been called perhaps one of the most significant bilateral environmental agreements between any two countries in recent years.

For Canada, sustainable development is not a slogan; it is a prerequisite of our prosperity and a safeguard of our identity. It is also the standard of our responsibility to humanity. Our children will inherit a world of quickening population growth and accelerating economic development.

The reconciliation of economic development and environmental preservation is not only necessary, it is inescapable.

We are the leaders. We must assume our responsibilities to our own peoples, to each other and to history. We are here to commit our governments to action. The prevention of global climate change and the preservation of the world's animal and plant species is on the top of our agenda.

I am proud to sign both conventions on behalf of Canada. These agreements are welcome additions to the growing body of international environmental law. Canada supports the extension of international environmental law to cover the world's forests.

Countries have a right to manage their forest resources. And humanity has a right to expect that those management decisions will be ecologically wise. Canada wants clear guidelines, on which we all can agree, and a binding international convention which codifies our rights as well as our responsibilities.

Canada also supports the strengthening of international environmental law to prevent overfishing on the high seas. In Atlantic Canada over-fishing beyond our 200 mile zone has created an ecological crisis. This is why for Canada a global agreement to prevent over-fishing is quite simply crucial. We are gratified by the support we have received in our call for a diplomatic conference. We want that Conference urgently and we are pleased to invite like-minded nations represented here today to convene in St. John's, Newfoundland, in the Fall of this year to begin the process of establishing

rules we all can live by. In the meantime, we appeal to all states whose vessels fish our Atlantic shores to respect the conservation decisions of the North Atlantic Fishery Organization – otherwise an extraordinary resource that has sustained Europeans and North Americans for 450 years could be permanently destroyed.

We have made good progress here but the success of Rio will not be found in the minutes of this conference or the eloquence of its leaders. Success will come from converting our agenda, Agenda 21, into concrete accomplishments.

To capitalize on the momentum of Rio, Canada advocates five crucial steps.

First, all countries need to develop their own plans for sustainable development, what we in Canada have called our Green Plan. Canada's Green Plan is a \$3 billion action plan with targets and timetables on a range of projects from the \$250 million program for water and sewage services on Indian reserves to a \$170 million program on sustainable agriculture. In response to the invitation made to Canada by the UNDP, we will participate in a pilot program with any nation represented here that wishes to benefit from our experience in this area.

Second, the agreements on climate change and biodiversity require urgent and constructive follow-up. For our part, we undertake to ratify both agreements this calendar year.

Third, the requisite resources are needed to ensure that developing countries can play their important roles. Canada has spent \$1.3 billion for sustainable development in developing countries over the past five years. We undertake today to do more in the 5 years ahead. This year once again Canada is contributing \$115 million in assistance to developing countries for forest management. The Government of Canada has also decided to eliminate the \$145 million ODA debt of Latin American countries by exchanging it for sustainable development projects. We will also contribute to the Rain Forest Pilot project initiated by Brazil and G-7 countries and to the work of the ASEAN Institute of Forest Management. We have decided to extend our own model forest program abroad to support forest management practices in developing countries. The Government of Canada announced last week its contribution of \$25 million to the pilot phase of the Global Environment Facility and we will provide our fair share when the GEF is replenished. It should not be forgotten that this meeting deals both with the environment and development. In Southern Africa, a major drought is presently creating wide-spread hunger and severe hardship for millions of people and death for untold numbers. To assist these developing nations, Canada is providing \$50 million in humanitarian assistance.

Fourth, multilateral institutions must be part of the solution. We will promote action on the results of this conference by the United Nations General Assembly this autumn and we will endorse the creation of the Sustainable Development Commission. Institutions that have a global perspective have a pivotal role to play.

With this in mind, the mandate of the acclaimed Canadian International Development Research Centre will be broadened so as to deal specifically with the environment and related concerns. I have invited the Secretary General, on behalf of the agencies of the United Nations, to propose the 10 non-Canadian board members of the IDRC, further internationalizing the IDRC and creating a new partnership between Canada and the U.N. Canada will continue to provide \$115 million annually in core funding to the Centre; over the next decade, Canada's contribution to this Agency alone will exceed \$1 billion.

As a well established organization, IDRC can be active and productive quickly, particularly in the area of research and technology transfer, in building an international network of centres of excellence and in helping developing countries create the capacity they need to follow-up on the responsibilities that will flow from the Rio Conference and assist them as they implement Agenda 21.

Fifth, the idea of an Earth Charter of environmental rights and responsibilities, which has slipped beyond our grasp at Rio, should be revived. We propose 1995, the 50th anniversary of the United Nations, as a target date for completion of the Earth Charter.

As political leaders, our job is to force the pace and stretch out the limits of international cooperation. The nations gathered here today have the human genius to create a world free from deprivation and secure from degradation. What remains is for governments to provide the leadership the world so desperately needs.

Let us find that will and marshal it to the task at hand on behalf of the 5 billion people we represent.

Our children, the Rio generation, will be our judges and our beneficiaries.



Release

Date: June 12, 1992

For release: Immediate

Prime Minister Brian Mulroney today committed Canada, at the United Nations "Earth Summit" in Rio de Janeiro, to a funding framework for the follow-up to the United Nations Conference on Environment and Development (UNCED).

World leaders have agreed that the primary mechanism for financing international commitments arising from global environmental conventions will be the Global Environmental Facility (GEF). The GEF is managed jointly by the World Bank, United Nations Development Program and United Nations Environment Program and will end its pilot phase in 1993. Canada is providing \$25 million during the pilot phase of the GEF and will pay its fair share of new and additional funds needed to place the GEF on a permanent footing.

Canada will join other major donor countries in extending and increasing funding available to integrate environment and development in the world's poorest countries through the World Bank International Development Association (IDA). Canada's contribution to the current IDA fund is almost \$830 million. Canada intends to contribute its fair share to the tenth replenishment of the IDA.

Canada has also agreed to consider providing new and additional funds for participation in a special "Earth Increment" for IDA that would be devoted to urgently needed environmental projects in the world's poorest countries, in accordance with Agenda 21 priorities. Further discussions will take place this Fall.



Release

Date: June 12, 1992

For release: Immediate

CANADA SUPPORTS INSTITUTIONS FOR SUSTAINABLE DEVELOPMENT

Prime Minister Brian Mulroney today announced at the United Nations "Earth Summit" in Rio de Janeiro, Brazil, a number of measures intended to contribute to the capacity of international institutions, including the United Nations, to support sustainable development in a practical and immediate way. This will contribute to a "quick start" on implementation of the results of the "Earth Summit".

In light of the welcome support given by the United Nations Conference on the Environment and Development (UNCED) to the creation of a Sustainable Development Commission at the United Nations, Canada will formally broaden the mandate of the International Development Research Centre (IDRC) to emphasize sustainable development issues. In order to build the international network of expertise and contacts necessary for achieving sustainable development, the Canadian Government will invite the Secretary General of the United Nations and other key organizations like the World Bank to propose appointments to the Board of Governors of the IDRC, thereby establishing a new partnership with the United Nations system.

The IDRC is a well-established international institute, created by the Government of Canada in 1970, with a proven track-record in supporting research in developing countries in a range of areas, including agriculture, fisheries, forestry, water management, engineering, health, education, economics and women in development. It will dedicate itself to building research and technological capacity in developing countries.

The Prime Minister noted that greater access by the international community to the direct hands-on expertise of the IDRC would help to ensure a quick start on implementation of the UNCED Agenda 21 program. The Canadian Government provides \$115 million per year to the IDRC and intends to maintain this contribution.

In addition, Canada will double its contribution to the United Nations Environment Program (UNEP) to \$11 million over the next five years to help this important agency play an ever more effective role in promoting international environmental conventions and global environmental monitoring.

In response to a request from the United Nations Development Plan (UNDP), Canada will participate in a three-year UNDP pilot project to assist developing countries to prepare national sustainable development plans. Canada's Green Plan has been well received by United Nations agencies and suggested as a model for other countries. With the \$2 million contribution from the Green Plan to the \$8 million budget of this UNDP project, Canada will make available its expertise gained in developing the Green Plan.



Release

Date: June 12, 1992

For release: Immediate

DEBT CONVERSION

Prime Minister Brian Mulroney today proposed at the United Nations "Earth Summit" in Rio de Janeiro, Brazil, a new initiative to convert as much as \$145 million of Official Development Assistance debt held by countries in Latin America into local currency funds to help finance environment and other sustainable development projects.

For those countries wishing to take advantage of this proposal, debt conversions will be negotiated and implemented on a case-by-case basis. They will be subject to specific conditions, related in particular to the promotion of human rights and democratic principles and adherence as well to larger economic policy and financial considerations.

Countries eligible for consideration under this initiative include Brazil, Colombia, Costa Rica, Cuba, Dominican Republic, El Salvador, Guatemala and Peru.

BACKGROUND
DEBT CONVERSION INITIATIVE
TO PROMOTE SUSTAINABLE DEVELOPMENT

The International Debt Problem

The origins of the international debt problem can be traced back to the mid-1970s when the combination of oil price shocks, high commodity prices and low real interest rates led many lenders and borrowing countries to take on excessive loan obligations. In the 1980s, it became evident that many countries in the developing world were experiencing difficulties as real interest rates rose, commodity prices fell and the world entered a recession. These factors, combined with inappropriate economic policies in developing countries themselves which encouraged capital flight and the use of borrowed funds for consumption rather than investment purposes, created crisis situations in some countries. In 1982, Mexico announced it was no longer in a position to make the payments on its foreign debt.

After ten years, during which debtors and creditors alike worked together to find ways to alleviate the debt burden of developing countries and return them to economic growth and international creditworthiness, the debt crisis has receded. Nonetheless debt problems remain, particularly for certain categories of indebted countries.

According to the World Bank, the total debt stock of developing countries at the end of 1991 was estimated at US \$ 1,281 billion, unchanged from the previous year. Debt indicators of severely indebted countries in particular (debt-GNP ratio, debt-export ratio and debt service-export ratio) have shown strong improvement from their peak of 1987.

However, underlying this overall picture are important differences between country groups. The debt burden of the low income countries (countries with a GNP per capita of US \$ 610 or less in 1990), mainly sub-Saharan African countries whose debts are owed primarily to official creditors, remains unsustainably high. Lower middle-income countries (GNP per capita between US \$ 610 and US \$ 2,465), a heterogeneous group of countries that have obligations to multilateral, official bilateral and commercial bank creditors, have made progress, although a few of them appear to need special consideration. Some upper middle-income countries (GNP per capita between US \$ 2,465 and US \$ 7,620), a group which constitutes the major debtors and represented the greatest risk to the international financial system, (Mexico, Venezuela and Uruguay) have completed debt reduction agreements with their commercial banks under the Brady Plan, and have now regained access to international capital markets. Countries like Argentina and Brazil are currently negotiating such agreements with their bank creditors.

Canada and the International Debt Strategy

Canada has played a leading role in helping to shape the international debt strategy. Canada's approach has been to distinguish between the debt problems of countries at different levels of development and to develop different mechanisms to address the problems of debt-distressed countries, especially the poorest of them.

In its response in November 1990 to the House of Commons Standing Committee on External Affairs and International Trade (SCEAIT) titled Securing our Global Security: Canada's Stake in the Unfinished Business of Third World Debt, the Canadian Government stated that the objective of the debt strategy is to assist debtor countries to implement appropriate policies so as to restore their economic health, achieve sustainable development, and bring about a return to international creditworthiness.

Three of the basic principles which have guided Canada's actions have been the case-by-case approach, since each country's problems are unique, the tailoring or calibration of debt relief to the demonstrated needs of eligible countries, and their implementation of strong economic programmes.

The highlights of the Canadian actions taken in the context of the debt strategy can be summarized as follows:

- In 1978, Canada forgave the Official Development Assistance (ODA) debt, totalling CDN \$ 232 million, of 13 least developed countries as a follow-up to the Paris Conference on International Economic Cooperation.

- In 1986, Canada announced that all future bilateral aid would be given on a grant basis only.

- In 1987, as a complement to the 1978 initiative, Canada forgave the ODA loans of Togo and Mauritania and the debts incurred by Uganda, Tanzania and Kenya for the defunct East African Community, with the total of these measures reaching CDN \$ 68 million.

- Also in 1987, Canada announced at the Francophonie and Commonwealth Summits the write-off of CDN \$ 672 million of ODA loans to 13 Commonwealth and Francophonie countries in sub-Saharan Africa.

- In 1988, at the Toronto Economic Summit, Canada and its G-7 partners agreed to provide concessional debt rescheduling for low income countries. Following the Summit, Canada and the other members of the Paris Club of official creditors approved the "Toronto Terms" for these countries.

- In 1990, at the Canada/Commonwealth Heads of Government meeting in Barbados, Canada announced its intention to forgive CDN \$ 182 million in ODA loans owed by 11 Commonwealth Caribbean countries.

- Also in 1990, Canada, again as a member of the Paris Club, approved the "Houston Terms" or "Lower Middle-Income Countries (LMICs) Treatment" providing eligible countries in this category with longer repayment periods than regular reschedulings.
- In 1991, Canada agreed with the other members of the Paris Club to grant Poland and Egypt a 50 % reduction (in net present value terms) of their official external debt in consideration of the special and exceptional circumstances facing these two countries.
- In 1991, Canada was among the Paris Club members which approved the "Trinidad Terms" (or "Enhanced Toronto Terms") which offer eligible countries up to a 50 % reduction on debt service payments due during a certain period of time and the possibility of a reduction of the total stock of debt after 3 or 4 years of good performance.

Debt Conversion for Sustainable Development

The debt conversion initiative announced by Prime Minister Mulroney will allow the conversion of ODA debt in Latin America into local currency to finance environment and other sustainable development projects.

Countries eligible for consideration under this initiative include:

<u>Country</u>	<u>ODA Debt Outstanding</u> <u>(CDN \$ millions)</u>
Honduras	33
Costa Rica	23
Peru	23
Nicaragua	18
Colombia	18
El Salvador	9
Cuba	8
Brazil	5
Dominican Republic	4
Guatemala	4
<u>TOTAL</u>	145

All conversions are fully consistent with Canada's overall approach to the debt problems of debt-distressed countries and the multilaterally agreed debt strategy. In its response to the SCEAIT Report on third world debt, the Government had already indicated that it would consider, on a case-by-case basis, the financing of high-priority development projects for the benefit of children, the poor, the environment, etc, using the debt-conversion mechanism.

In addition to contributing to reduce the debt burden of the beneficiary countries, the initiative will enable them to devote more attention and resources to the protection and conservation of their environment and the financing of policy reforms needed for ensuring sustainable development.

The Canadian International Development Agency (CIDA) has gained some experience in debt swap\conversion programs in Jamaica and Costa Rica, where it contributed funds to help these countries retire a portion of their commercial bank debt in exchange for the provision of local resources by the beneficiary government for the financing of mutually agreed sustainable development projects. CIDA is currently supporting the "Debt for Development Initiative" set up by the Canadian NGO Mennonite Economic Development Associates (MEDA) to promote the debt-for-development conversion mechanism among the Canadian NGO community.

Earlier ODA debt initiatives for the Least Developed Countries, sub-Saharan Africa and Commonwealth Caribbean countries have resulted in the forgiveness of CDN \$ 1.1 billion in development assistance loans owed to Canada.



Release

Date: June 12, 1992

For release: Immediate

SUPPORT FOR SUSTAINABLE FOREST MANAGEMENT

Prime Minister Brian Mulroney today announced, at the United Nations "Earth Summit" in Rio de Janeiro, several concrete projects to promote sustainable use of forests in developing countries.

Encouraged by the domestic support in Canada for the model forests concept, Canada will provide \$10 million to assist in establishing similar model forest projects in three developing countries in order to demonstrate first-hand effective and sustainable forest management practices and standards. The funds will be provided from the International Partnership Program of the Green Plan.

The Canadian model forests will provide educational examples of how forests can and should be managed and help to build partnerships between different levels of government, industry and the community. The level of forest management achieved in a model forest will support the forest principles sought at UNCED.

The specific sites of ten model forests in Canada, covering almost 6 million hectares of land (which is, for example, twice the size of Belgium and larger than Switzerland) will be announced in the coming days.

Canada will contribute \$16.6 million to the Rain Forest Pilot Project initiated by the G-7 countries and Brazil. The project is designed to promote conservation of the Brazilian Amazon rain forest. The Canadian contribution has the following three elements: the creation of a \$10 million Amazon Environment Project in the State of Acre designed to help the rubber tappers of the Amazon rain forest develop effective and sustainable forest management practices and encourage a more diversified

economic base in the rain forest; an offer to convert \$4.6 million of Canadian official development assistance debt held by Brazil to fund other environmental projects in the Amazon; and a \$2 million grant to the project core fund.

Canada will spend \$8 million over the next five years to continue to support the work of the ASEAN Institute of Forest Management which has become a centre of excellence in tropical forest management. The Institute applies state-of-the-art methods in resource planning, monitoring and modelling to assist national forestry agencies to introduce sustainable forest management practices at pilot sites throughout Southeast Asia. The British Columbia Ministry of Forests will be the Canadian executing agent for this project.

The last two projects will be funded by the Canadian International Development Agency (CIDA). CIDA provided \$115 million for forest-related projects in 1991.



Release

Date: June 12, 1992

For release: Immediate

CANADA TO PROVIDE ADDITIONAL ASSISTANCE FOR VICTIMS OF DROUGHT IN SOUTHERN AFRICA

Prime Minister Brian Mulroney today announced at the United Nations "Earth Summit" in Rio de Janeiro, Brazil that Canada will provide a total of \$50 million in humanitarian assistance to the victims of the drought in southern Africa. Last month, Canada pledged an interim amount of \$30 million which the Prime Minister increased in response to a joint appeal from the United Nations and the Southern Africa Development Coordinating Conference (SADCC).

The Prime Minister noted that this \$50 million contribution demonstrates Canada's strong support for the people of the drought-stricken African nations.

This assistance will be provided in addition to CIDA's regular activities in southern Africa, which include projects aimed at providing food and water to the people of these countries.

RIO DECLARATION ON ENVIRONMENT AND DEVELOPMENT

SUMMARY

The Rio declaration was not reopened at the Rio Conference and was therefore adopted without change. Delicate negotiations resulted in a successful compromise on the issue of "peoples under occupation" and in return for concessions on Agenda 21 text the United States did not pursue a redraft of the text. Prime Minister Mulroney's initiative to negotiate a "real Earth Charter" by the 50th anniversary of the United Nations in 1995 was well received.

CANADIAN OBJECTIVES

The Canadian objectives were: I) to not be the first to reopen the text; II) if possible, to "polish" certain key elements; and III) to play an active role in trying to improve the text, were it reopened. Promotion of the Prime Minister's initiative to draft a real Earth Charter became a fourth objective, after its announcement.

NEGOTIATIONS

The Chair, the UNCED secretariat, the Brazilian hosts, the European Community and most of the G-77 were committed to not reopening the Rio Declaration. The negotiations therefore concentrated only on the most contentious items, references to "peoples under occupation" included in Principle 23 and several Chapters of Agenda 21 (in particular Chapter 18 on Freshwater), and references to "right to development" contained in Principle 3 and in the Forestry Principles. Formal discussion of the text was not raised in the Main Committee until the early hours of the final meeting, at which time the Chair put a simplistically elegant solution before delegates. The compromise contained three parts: I) the Rio Declaration would not be reopened; II) the preamble of Agenda 21 (paragraph 1.5 of Chapter 1) would be revised to include the following sentence:

"It will be carried out by the various actors according to the different situations, capacities and priorities of countries and regions in full respect of all the principles contained in the Rio Declaration on Environment and Development";

and III) all other references to peoples or bodies "under occupation" would be removed from the text. After this proposal from the Chair had been accepted, statements were made by the PLO, Egypt, India, Algeria, and Turkey. Canada intervened to recall that this text was not our desired Earth Charter and to note that the Prime Minister had proposed to negotiate a real Earth Charter by 1995.

ASSESSMENT

The untouched text of the Rio Declaration will stand as one of the most visible outcomes from Rio. Given that so many countries expressed regrets at either the overall balance of the document, or at the wording of specific principles, however, the future authority of the text is unclear and, in a manner similar to the Stockholm Declaration, it is likely that only certain provisions will stand the test of time, with certain of the more innovative and forward looking elements such as public participation, precautionary approach, polluter pays and environmental impact assessments most likely to continue to influence the course of future debate.

MACROECONOMIC AND TRADE ISSUES

SUMMARY

The discussion of macroeconomic and trade issues was relatively non-controversial. Concern that debate on the trade paragraphs might be reopened did not come to pass as the Chair refused to countenance any consideration of unbracketed text. Canada played a key role in helping to devise acceptable language for at least one contentious paragraph.

CANADIAN OBJECTIVES

The major Canadian objective was to ensure that the trade section of this document was not reopened in a manner detrimental to Canadian interests.

NEGOTIATIONS

Six of the eight bracketed paragraphs related to financial questions (paras 2.17, 2.25, 2.26, 2.31, 2.32 and 2.43) and were therefore referred to the financial working group for consideration. The final wording on these paragraphs reflected the compromise language accepted for the generic treatment of financial issues.

The other two paragraphs which remained bracketed were the introduction (PrepCom 2.1), which was not considered in detail at the final PrepCom, and paragraph 2.33 related to domestic policies in developed countries which could support the transition to sustainable development. The draft wording for the introduction to the Chapter, which sought to stress the importance of a "new global partnership," was a late initiative of the EC countries. After some discussion as to whether this paragraph was best placed in the preamble or in Chapter 2, a compromise text based on informal consultations, which continues to stress the importance of the new global partnership between developed and developing countries, was introduced and pushed through with almost no debate.

Negotiations on the last two sentences in paragraph 2.33 were more protracted. The draft text was very convoluted and in particular, a sentence relating savings to reduced consumption in developed countries was ill placed. Canada was able to broker an acceptable compromise. The final sentence reads as follows:

"In developed countries, continuing policy reform and adjustment, including appropriate savings rates, would help generate resources to support the transition to sustainable development both domestically and in developing countries".

Finally, paragraph 2.45 which related to the specific concerns of Eastern European economies in transition was revised and shifted to the preamble of Agenda 21 (Chapter 1) as a new paragraph 1.4 bis.

ASSESSMENT

The generally realistic and forward-looking tone of the final draft of Chapter 2 of Agenda 21 ensured that this debate would not be one of the particularly contentious discussions at Rio.

COMBATING POVERTY

SUMMARY

The Main Committee decided that it would not entertain the opening of any wording which had already been agreed at PrepCom IV, thus it was not possible to insert language on the private sector. It was agreed to remove all references to "peoples under occupation" throughout Agenda 21 and it was therefore removed from this Chapter. Otherwise, the Chapter remains as it was negotiated in New York.

CANADIAN OBJECTIVES

To support the text as negotiated while seeking to restructure the main elements if possible, and include language on the private sector if possible.

NEGOTIATIONS

The Chapter was approved without objection by the Main Committee with no discussion.

ASSESSMENT

The Chapter has been negotiated to our satisfaction and in fact contains several concepts from the Canadian objectives developed for PrepCom IV.

CHANGING CONSUMPTION PATTERNS

SUMMARY

After a morning of debate in informal negotiations, it was agreed that no brackets would be added back into the text and compromise wording was found for two contentions paragraphs (4.3 and 4.5). The Chapter was then passed in Main Committee without discussion.

CANADIAN OBJECTIVES

To address the issue of responsibility in the debate over consumption patterns in non-judgemental terms, and pursue solutions that make good environmental and economic sense.

NEGOTIATIONS

Despite a move to reopen negotiations, the Chapter was quickly resolved and passed by consensus. The financial paragraph was negotiated and approved in the financial contact group.

DEMOGRAPHIC DYNAMICS

SUMMARY

Contrary to expectations there were no objections to the proposed text. At the last minute the Philippines withdrew a proposed amendment which threatened to reopen the debate between the United Nations Fund for Population Activities (UNFPA) and the Holy See. The United States removed the remaining brackets it had in the text and the Chapter was approved.

CANADIAN OBJECTIVES

To seek to remove the remaining square brackets from the text and to maintain the consensus achieved at PrepCom IV.

NEGOTIATION

There was no discussion of the text and it passed in Main Committee.

ASSESSMENT

The text is not particularly strong but does have good language on the role of women in population programmes. It will be important to build stronger general language in the documents to be produced at the 1994 Conference on Population and Development while ensuring that the specific language on the status of women is not weakened.

PROTECTION AND PROMOTION OF HUMAN HEALTH

SUMMARY

With little discussion the brackets were dropped around the introductory paragraph and the Chapter was adopted by the main committee.

CANADIAN OBJECTIVES

To ensure that language relating to "health and well-being as a fundamental objective of economic development and that individual awareness of the importance of health is in itself an empowering process towards its protection and promotion" remains in the text.

NEGOTIATION

With the immediate removal of the square brackets around the introductory paragraph by the United States, there was no discussion of this Chapter. The paragraphs relating to finances were negotiated by the finance committee.

ASSESSMENT

The assessment in the introduction makes a clear link between health and development and stresses the importance of health promotion.

HUMAN SETTLEMENTS

SUMMARY

The Chapter was passed very quickly in Main Committee with all remaining square brackets being removed by delegations. Since Canada was the only delegation who had difficulties with paragraph 7.13, we made no objection in the interests of reaching quick consensus.

CANADIAN OBJECTIVES

To strengthen the mandate of human settlements within existing UN and other agencies.

NEGOTIATION

There was no discussion of the Chapter which was passed quickly by the Main Committee.

ASSESSMENT

Since Canada was the only delegation which had difficulties with paragraph 7.13, we did not object to its inclusion in the text in the interests of consensus. The objective of strengthening the mandate of human settlements within existing UN and other agencies could not be pursued in the context of the Rio Conference and will have to be followed up.

PROTECTION OF THE ATMOSPHERE

SUMMARY

The Protection of the Atmosphere Chapter of Agenda 21 was one of the Chapters for which a "contact" group was established at UNCED by the Main Committee. This contact group was mandated to negotiate an acceptable text on Protection of the Atmosphere by seeking resolution of the issues contained within the bracketed portions of the Chapter. At PrepCom IV, the entire Chapter was placed within square brackets during the final Plenary meeting. In addition to these brackets, phrases and paragraphs within the Chapter were also bracketed.

A Chairman's text was introduced during the early sessions of the contact group and, along with the text that emerged from PrepCom IV, formed the basis for negotiations. This revised text was introduced in an attempt to address concerns that the Protection of the Atmosphere Chapter duplicated the Framework Convention on Climate Change, and that the Chapter was unbalanced with an overemphasis on the energy sector and contained statements that were considered by some countries to be repetitive.

The final version of the Chapter consists of an introduction developed by the contact group, and the main body which is essentially a combination of the version of the Chapter which came out of PrepCom IV and the Chairman's text introduced at UNCED. The Chapter retains the structure introduced by the G-77 at PrepCom IV with four major programme areas:

- a) addressing the uncertainties;
- b) promoting sustainable development through
 - i) energy development, efficiency and consumption
 - ii) transportation
 - iii) industrial development, terrestrial and marine resource development and land use;
- c) preventing stratospheric ozone depletion; and
- d) transboundary atmospheric pollution.

Oil producing Arabic countries continued throughout the negotiations in the contact group to express concerns regarding the overemphasis on energy and imbalance with few recommendations for action in the other sectors (e.g., forests). These countries also expressed their concerns at

the time of acceptance of this Chapter by the Main Committee for forwarding to the Plenary, and at the time of adoption by the Plenary of the Conference, that this Chapter should not be included in Agenda 21.

CANADIAN OBJECTIVES

Canadian objectives for negotiations of this Chapter at UNCED were consistent with those proposed for sessions of the Preparatory Committee. Canada continued to emphasize the need for the Protection of the Atmosphere Chapter to address the full range of factors contributing to atmospheric degradation, and the linkages among the atmospheric issues and with other environmental and development issues. Canada's position was also based on the need to maintain a degree of flexibility in Agenda 21 proposals to provide all nations with the opportunity to work towards implementation of agreed objectives and activities in a manner that is consistent with each nation's particular environmental, social and economic circumstances.

For those proposals which are related to the Framework Convention on Climate Change, Canada's position was that the objectives and activities of this Chapter should be consistent with the agreed elements of the convention. Canada did not want to see the Protection of the Atmosphere Chapter of Agenda 21 used as a means of reopening negotiations on issues agreed to within the Intergovernmental Negotiating Committee (INC) on Climate Change).

NEGOTIATIONS

Discussions at UNCED on the Protection of the Atmosphere Chapter of Agenda 21 focused on striking a balance between the positions held by the oil-producing Arab group and some members of the G-77, and those held by the developed countries and other members of the G-77.

The only issue from the Protection of the Atmosphere Chapter that was passed from the Main Committee to the Plenary for resolution concerned the qualifier "safe and" which was added to environmentally sound energy sources/systems/technologies. The use of the word "safe" in this manner was introduced during the PrepCom process and is considered to be a reference opposing the use of nuclear energy. A generic solution was sought and finally reached by the Plenary. The qualifier "safe and" was removed from the main body of the text and a new paragraph was added to the preamble which indicated that wherever the phrase environmentally sound was used to describe energy sources/systems/technologies, it was understood that they should also be environmentally safe.

The resultant Chapter is consistent with Canadian objectives. It recognizes that protection of the atmosphere is more than just climate change and includes action directed at combatting transboundary air pollution and ozone-layer depletion. The recommendations included in the Chapter represent preliminary steps towards an integrated approach to addressing atmospheric issues and recognize that protecting the atmosphere is linked to other environmental issues and to developmental issues. In addition, the adopted text provides a balance between environment and development concerns.

Recommendations contained within this Chapter are based on providing a "menu of options" from which countries can draw, based on their particular economic, social, and political character. The recommendations are structured to provide a broad range of options and have in most cases recognized the need for a role for intergovernmental and non-governmental organizations, along with the private sector. This type of option and broad-based approach should provide the degree of flexibility that is seen as essential to a successful implementation of the Protection of the Atmosphere recommendations.

The recommendations of this Chapter which dealt with the issue of climate change and were related to obligations contained within the Framework Convention on Climate Change are consistent with the concepts contained within that Convention. In fact, where applicable, specific language from the Convention was used so as to forego further negotiations within the contact group on language that had been already agreed to during the Convention negotiations.

COMBATING DESERTIFICATION AND DROUGHT

SUMMARY

The only remaining paragraphs in the Chapter were those referring to the need for a convention on desertification. At the beginning of negotiations on this subject the Chair asked delegations to agree to this proposal and committed himself to ensuring that this issue reached a positive conclusion. He pointed out that this was the most important issue of the conference for African countries. The Chair conducted informal discussions with interested delegations to develop consensus text.

CANADIAN OBJECTIVES

- 1) To work to build a consensus among African countries concerned with desertification and donor nations at the UNCED conference which will lead to more effective action in combatting desertification and drought, particularly in Africa;
- 2) To ensure that any recommendation for action within a call for a desertification convention give priority to combatting desertification in Africa.

NEGOTIATION

The Chair developed a compromise text for the paragraphs still in question and amendments were made with language that all could agree on. The issue came up before the main committee. Given the timing, it was decided to support the convention in Canada's intervention. The text was adopted as proposed.

CONSERVATION OF BIOLOGICAL DIVERSITY

SUMMARY

This Chapter of Agenda 21, along with Environmentally Sound Management of Biotechnology, was assigned by the Main Committee to a contact group. This group was mandated to seek resolution of those issues reflected by the bracketed phrases/paragraphs contained within the two Chapters. As was the case for all other Chapters, negotiations were limited to bracketed text.

Within the Chapter on Conservation of Biological Diversity the issues contained in square brackets were concerned with:

- fair and equitable sharing of benefits; rights of country of origin; national registration of biological resources; and
- governments seeking support of non-governmental organizations in implementing the recommendations of this Chapter "where necessary".

During the first session of the contact group it became apparent that some countries were going to use the Agenda 21 negotiations to reopen issues contained and agreed to within the Convention on Biodiversity. This led to lengthy debate. Since there were only two sessions scheduled for this contact group, the Chair conducted informal consultation as a means of resolving the outstanding contentious issues.

All issues were resolved by the contact group and the Chapter was passed to the Plenary by the Main Committee unbracketed. Most issues initially in square brackets were resolved consistent with Canadian objectives.

CANADIAN OBJECTIVES

The Canadian objectives for negotiations of this Chapter at UNCED were two-fold. First and foremost, the Canadian delegation sought to ensure that the development of this Chapter of Agenda 21 was consistent with and supportive of the Canadian position at the Intergovernmental Negotiating Committee (INC) for the development of a Convention on Biodiversity. This included seeking resolution of the bracketed text that dealt with issues covered by the Convention using language or concepts as in the Convention. Canada did not want the Agenda 21 negotiations used as a means of reopening the Convention negotiations.

Secondly, Canada wanted to ensure that throughout the document, and particularly within the Basis for Action

section, biodiversity is consistently recognized for its two fundamental values:

- a) the ecological services that it offers for the maintenance of life on the planet; and
- b) the resources that it can provide for human benefit if they are sustainably managed.

NEGOTIATIONS

Discussions during the meetings of the contact group and during informal consultations focussed on seeking resolution of the issues covered by the bracketed text. As had been the case during the Preparatory process, Canada joined Australia and New Zealand as CANZ in the examination and presentation of our positions on the bracketed text. A written proposal for the bracketed text was prepared by the CANZ group and submitted to the Chair prior to negotiations of the Chapter in the contact group.

The issue of national registration of biological resources, introduced at PrepCom IV, was resolved with little debate. Instead of registration it was agreed to recommend that governments promote the establishment and strengthening of national inventories of biological resources.

The majority of the debate within the contact group on this Chapter dealt with the issues of fair and equitable sharing of benefits and the rights of country of origin. These issues were also the subject of negotiations within the INC on Biodiversity and several countries appeared to use the negotiations at UNCED as an opportunity to reopen the issues and to gain something that they were unable to achieve within the Convention negotiations.

The issue of fair and equitable sharing of benefits consumed considerable time with several countries unable to accept language that appeared to be consistent with that contained in the Convention.

This issue was not resolved within the contact group and was considered as part of the informal consultations held by the Chair. In the end, the brackets were removed and the phrase retained without a qualifier. It was recognized that retention of this phrase without a qualifier was on the basis that the Convention was the legally-binding document and that Agenda 21 contained recommendations that government "should, as appropriate" undertake.

The issue of the rights of country of origin of genetic resources was dealt with in a similar manner as that of fair and equitable sharing. The developments with respect to this paragraph were of considerable concern to Canada (and

some other delegations) as retention of this concept was inconsistent with the Convention. Several countries during the early portions of the debate could not accept retention of the concept of the rights of country of origin. Following informal consultation, all countries were able to accept its retention on the basis that it was simply a recommendation that governments "should, as appropriate" undertake.

Implementation of the recommendations contained within this Chapter should be undertaken in concert with implementation of the Convention on Biodiversity in order to ensure consistency.

ENVIRONMENTALLY SOUND MANAGEMENT OF BIOTECHNOLOGY

SUMMARY

The unresolved issues (i.e. square bracketed text) within the Chapter on Environmentally Sound Management of Biotechnology were dealt with by a contact group established by the Main Committee. This contact group limited its negotiation to those phrases/paragraphs which were contained within square brackets. Negotiations not only took place within the contact group but were also carried out through informal consultations held by the Chair with a representative group of countries.

Within this Chapter, the issues contained within square brackets were:

- emphasis on ethical consideration for drugs and technologies relating to reproductive health;
- fundamental principles underlying safety procedures;
- concept of legal instrument/code of conduct for safety procedures;
- liability and compensation; and
- governments seeking support of non-governmental organizations in implementing the recommendations of this Chapter "where necessary".

Negotiations within the contact group on this Chapter were limited due to the lengthy debate on the Biological Diversity Chapter. The Chair effectively used a series of informal consultations to develop acceptable language for the bracketed text. All issues were resolved by the contact group and the Chapter was passed unbracketed by the Main Committee to the Plenary. Language adopted for the previously bracketed text is consistent with Canadian positions.

CANADIAN OBJECTIVES

The Canadian objectives for negotiations of this Chapter at UNCED were to promote:

- discussion of environmentally sound management of biotechnology building on existing international initiatives; and
- cooperation with developing countries in development of safety and technical procedures, following the lead of the OECD.

NEGOTIATIONS

This Chapter of Agenda 21 was dealt with by a contact group established by the Main Committee for the purposes of resolving issues contained in square brackets within the two Chapters - Conservation of Biological Diversity and Environmentally Sound Management of Biotechnology. Canada joined its CANZ group partners (Australia and New Zealand) in negotiating the unresolved issues contained within square brackets and in submitting a written proposal to the Chair.

The need to re-emphasize taking account of ethical considerations for drugs and technologies relating to reproductive health was supported by the majority of countries. When it became obvious that the majority of the countries supported retention of this language, the Chair so proposed and no country objected.

The Chair effectively used informal consultations to resolve the majority of the square bracketed text within this Chapter. This was most evident for those paragraphs dealing with fundamental principles which could underlie safety procedures, the paragraphs containing reference to liability and compensation and the concept of a legal instrument/code of conduct for safety procedures.

With respect to the fundamental principles paragraph, compromise language was found that balanced the two opposing approaches.

On the issue of liability and compensation, the contact group agreed to a package deal developed through informal consultations. The draft Chapter included two references to liability and compensation - as an activity under international and regional cooperation and coordination and as an objective under programme area E (Establishing enabling mechanisms). The package deal resulted in acceptance of including a recommendation that governments consider "studying the feasibility of guidelines which could facilitate national legislation on liability and compensation" and in deletion of the objective of considering "extending legislation to include liability and compensation".

Negotiations as to whether or not this Chapter would recommend the development of a legal instrument/code of conduct for safety procedures was a continuation of the debate that had occurred during the preparatory process. The compromise language recognized the need for guidelines to be applied to safety in biotechnology and recommended that governments consider the need for and feasibility of an international agreement on safety in biotechnology.

OCEANS

SUMMARY

Canada achieved the agreement to support the convening, under UN auspices, a conference on high seas fisheries, in particular on straddling stocks and highly migratory species; this is reflected in a paragraph inserted into the high seas section of the oceans Chapter. The rest of the Chapter was adopted as is, with appropriate changes made to the "Means of Implementation" section following the decision of the contact groups on financial resources and technology transfer.

CANADIAN OBJECTIVES

- To press for the incorporation in Agenda 21 of all the principles and measures on high seas fishing developed by international legal experts and now co-sponsored by 40 countries, including the bracketed provisions dealing with coastal State interests;
- To seek a call by UNCED for a follow-up diplomatic conference as soon as possible to develop internationally-agreed rules on high seas fisheries, based on the provisions of the UN Convention on the Law of the Sea (UNCLOS);
- If the principles elaborated by the legal experts could not be adequately incorporated in Agenda 21, to utilize the elements of the text not favoured by consensus as the basis for a separate declaration by like-minded states in Rio;
- To invite like-minded states to a meeting in St. John's in early 1993 to assess the results of UNCED on the over-fishing issue and determine the best way to proceed with a view to developing a critical mass of support for coastal States interests at the subsequent diplomatic conference; and
- To ensure the remaining parts of The Oceans Chapter are adopted as is (bearing in mind appropriate changes to the "Means of Implementation" sections), since they are basically consensus paragraphs adopted at PrepCom IV.

NEGOTIATIONS

In the early days of the Conference, Canada convened a meeting of the 40-country Santiago Group (which had co-

sponsored the paper outlining principles and measures for the conservation, management, and utilization of high seas marine living resources) to exchange views on an UNCED strategy, and discuss the proposed St. John's meeting. Canada also met with the USA, EC, Japan, and South Korea to gauge what agreement could realistically come out of UNCED.

Following these consultations, the proposed paragraph was amended to take into account scientific and technical studies prepared by the Food and Agricultural Organization (FAO). Canada and key members of the Santiago Group succeeded for their part in ensuring the diplomatic conference would focus on high seas fisheries by including the paragraph in the high seas section (Part C) of Chapter 17. As well, a sentence was added stating that the "outcome and results of the (diplomatic) conference should be fully consistent with the provisions of UNCLOS, in particular the rights and obligations of coastal states and states fishing on the high seas."

In exchange for including the reference to the diplomatic conference, several paragraphs on the rights of coastal States to the management of fisheries on the high seas were deleted. These issues will be taken up at the subsequent diplomatic conference.

The "high seas deal" was agreed to by June 6, 1992. John Crosbie, Minister of Fisheries and Oceans, made a statement in the Main Committee -- when the key paragraphs were adopted -- expressing Canada's satisfaction with the outcome, thanking the US Convenor for his work in brokering an agreement on the text, and referring to the role of the St. John's meeting in discussing ways to balance equitably coastal States' and deep water fishing States' interests.

Mr. Crosbie, joined by Premier Clyde Wells of Newfoundland and Labrador, and members of the Newfoundland fisheries industries, held several meetings with delegations, experts and others, as well as numerous press briefings. Mr. Crosbie was a keynote speaker at the June 8 Oceans Day event, organized by the International Oceans Institute and supported by the Government of Canada. In light of the positive outcome at UNCED, the Santiago Group did not issue a separate declaration.

As for the rest of the oceans Chapter, India and Tunisia noted that, pending discussions on finance, technology transfer, and institutions, parts of the text would have to be re-examined for consistency. This was done on June 10; the various reservations and footnotes were deleted, and Chapter 17 was adopted by consensus.

ASSESSMENT

Prime Minister Mulroney, Minister Crosbie, and Premier Wells all expressed great satisfaction with the outcome of the fisheries issue at UNCED. Canada squarely achieved its objectives on one of its top priorities. The principle of sustainable management of fisheries resources was solidly endorsed by UNCED, allowing Canada an opportunity to raise legitimately a bilateral problem in a global forum -- and to get international support for its position.

Minister Crosbie has invited Ambassador Tommy Koh of Singapore, Chair of the PrepCom and UNCED's Main Committee, to Chair the St. John's meeting; we are awaiting a reply. UNGA 47 will consider the modalities for the diplomatic conference on high seas fisheries.

The rest of the oceans Chapter is very satisfactory. As outlined in the final report of PrepCom IV, it accomplishes key objectives for Canada in dealing with protection of the marine environment (including the issue of land-based sources of marine pollution, another key priority for Canada), establishing principles for coastal zone management, providing technical and institutional frameworks for protecting oceans and seas, and encouraging the participation of key major groups -- in particular, women and indigenous people -- in the protection of marine areas and the management and utilization of their living resources.

FRESHWATER

KEY POINTS

The Introduction to Chapter 18 was the subject of debate with regard to whether it should include a reference to the Dublin Conference. In the end this was not accepted. In the final meeting of the Main Committee, Portugal on behalf of the EC, Canada, and other like-minded countries, made a formal statement regretting the lack of reference to the Dublin Conference.

The paragraphs dealing with financial resources and technology transfer were not taken up in the Freshwater contact group nor in Main Committee, but were referred to the Financial Resources and Technology Transfer contact groups to agree generic wording that was then inserted into all Agenda 21 Chapters.

Other paragraphs dealing with targets (18.21, 18.36, 18.69) also got caught up in the referral to the Financial Resources contact group, when some developing countries said they would not agree the language of the targets until the language regarding financing had been satisfactorily resolved. In the end, all brackets around these target-related paragraphs were removed.

The "people under occupation" issue: agreement was reached to have an early overall reference in Agenda 21 to the principles laid out in the Rio Declaration (which includes a principle dealing with people under occupation), and to then delete all subsequent references to "people under occupation" in the rest of Agenda 21.

World Water Day: the call for a World Water Day (originally in paragraph 18.12) was deleted in the shortened Introduction and moved to paragraph 18.22(p) which now reads:

"Dissemination of information, including operational guidelines, and promotion of education for water users, including the consideration by the United Nations of a World Water Day."

Reference to the Climate Change Convention: the chapeau to paragraph 18.95 was amended and agreed to read:

"The very nature of this topic calls first and foremost for more information about and greater understanding of the threat being faced. This topic may be translated into the following objectives, consistent with the Framework Convention on Climate Change..."

WASTES/TOXICS

KEY POINTS

Financial/technology transfer paragraphs of all Chapters: these paragraphs were not taken up in the Main Committee but were left for the Financial Resources and Technology Transfer Contact Groups to agree generic wording which was then slotted into all Agenda 21 Chapters.

Chapter 19: Toxic Chemicals

There were no outstanding paragraphs except financial/technology transfer. The version of the Chapter agreed at PrepCom IV is therefore the final one.

Chapter 20: Hazardous Wastes

The inadvertent omission of paragraph 20.34(c), dealing with recycling, was corrected in time for the official documentation.

Another inadvertent omission which was corrected in Rio was language in the first paragraph dealing with the role of transnational corporations.

The issue of "economies in transition" in paragraph 20.20(f) was also resolved generically. It was agreed that there be one early reference in Agenda 21 to the needs of economies in transition, and all other references throughout the rest of the Chapters were deleted.

Paragraph 20.23(h) dealing with hazardous wastes resulting from military activities was resolved with the addition of "nationally-applicable" environmental norms.

Chapter 21: Solid Waste and Sewage

There were no outstanding paragraphs except financial/technology transfer-related issues, and those paragraphs identifying targets, which were square-bracketed by developing countries until the financial resources issue was settled.

Chapter 22: Radioactive Wastes

Paragraph 22.5(c) dealing with disposal of radioactive wastes near the marine environment was resolved with language reflecting that it is up to states to determine risk.

STRENGTHENING THE ROLE OF MAJOR GROUPS

SUMMARY

With the exception of the Means of Implementation sections, the text of the Chapters on major groups (Chapters 23 to 32) were virtually bracket free-after PrepCom IV. The agreed text was not reopened for discussion at Rio. Consultations on the sections remaining in brackets took place in a contact group. Subsequent discussion in Main Committee resulted in the inclusion of additional paragraphs in some Chapters.

CANADIAN OBJECTIVES

Canada was generally satisfied with the text of these Chapters as they emerged from PrepCom IV. There was a sense at that time however that some delegations might attempt to reopen debate on one or more Chapters in order to narrow their scope or otherwise weaken them. One of our objectives was therefore to seek to avoid reopening of debate on agreed text.

NEGOTIATIONS

During the first Plenary debate of these Chapters, The Chair asked Ambassador Mazairac, who had chaired the negotiations at PrepCom IV, to consult with delegations on the wording of the Means of Implementation sections. Paragraphs dealing with financing and cost evaluation were referred to the finances working group, where standard language was developed to indicate that cost estimates were developed by the UNCED Secretariat and had not been reviewed by governments.

Agreement on the remaining sections was reached with relatively little debate during Ambassador Mazairac's consultations. In some Chapters, this amounted to simple removal of square brackets and footnotes while in others new text was developed. The highlights of the consultation are set out below.

During the discussion of Chapter 26 (Strengthening the role of indigenous people and their communities) the reference to "national legal frameworks" in para. 26.8 was removed, and wording referring to a "country's specific situation" was added. In addition, references to control over resources, the need to protect lands from unsustainable and inequitable development and demarcation of lands were removed.

The notion of "country specific situation" was included in Chapter 27 (Strengthening the role of non-governmental organizations: Partners for sustainable development), para. 27.13 in the context of strengthening or promulgating

legislative measures to ensure the right of NGOs to protect the public interest through legal action.

In Chapter 31 (The Scientific and technological community) the reference to the Intergovernmental Panel on Climate Change (IPCC) was removed from Paragraph 31.6 calling for the organization of intergovernmental panels on development and environment issues. In addition, the reference to "ethical principles" in the context of para. 31.12 on capacity building was removed, although several delegations subsequently indicated in Main Committee that they considered that the revised text on codes of practice and guidelines was to be interpreted in the context of increased ethical awareness on environment and development decision-making.

ASSESSMENT

The results of the consultations at Rio had minimal impact on the spirit and intent of these Chapters, which is to facilitate full participation of all major groups and NGOs in follow up activities to implement Agenda 21. Canada was generally satisfied with the texts that emerged from the fourth Preparatory Committee and the manner in which they oblige governments and the UN system, albeit in a non legally binding fashion, to undertake to involve the major groups in UNCED follow up.

The Chapters complement and reinforce references to participation of the independent sectors in the institutional follow up to UNCED (Sustainable Development Commission), and provide a sound basis for continuing the collaborative working relationships established throughout the preparatory process with governments and among sectors. It now remains for the independent sectors themselves to sensitize their constituencies about the content and scope of these Chapters and to ensure that they take full advantage of the opportunities therein.

WOMEN

SUMMARY

All remaining brackets were removed from the text with little debate. It was not possible to reopen unbracketed text so the section on CEDAW remains as it was at the end of PrepCom IV. The Chapter thus remains largely as it was at the end of PrepCom IV.

CANADIAN OBJECTIVES

- To seek consensus adoption of the existing text;
- To seek to eliminate the reference to amending the Convention of the elimination of all forms of Discrimination Against Women (CEDAW);
- To ensure that mainstream institutions incorporate women and their concerns into all aspects of planning, programming and policy-making, including them as equal decision-makers at all levels;
- To ensure that this Chapter, all other Agenda 21 Chapters, The Rio Declaration and any other UNCED documents address environmental problems from the perspective of the impact on women, legitimize women's knowledge and experience and include women equally in key decision-making positions.

NEGOTIATIONS

All brackets were removed and the Chapter adopted unanimously in Main Committee.

ASSESSMENT

The single weakness of the text is the references to the need to reexamine CEDAW. This might be a subject for discussion at the 1995 International Conference on Women to be held in China and should be monitored closely.

References to women have been built into some of the other Agenda 21 Chapters but the key sections on institutions and on finance have only very passing references to women in the follow-up to UNCED. It will be extremely important that the mandate of the Sustainable Development Commission and of its Secretariat clearly spell out the need to address the role of women in development as decision makers, producers and household managers.

TECHNOLOGY TRANSFER

SUMMARY

Six paragraphs remained to be negotiated at UNCED on the subject of technology transfer, as well as the title and the paragraphs on technology transfer from other chapters which had been referred to the technology transfer negotiating group. Several negotiating sessions were held in an attempt to reach consensus language on all of the six paragraphs. Paragraphs 34.1 on the definition of environmentally sound technologies, 34.18 (e) (v) on the financing of transfers and 34.18 (f) on an international code of Conduct were fairly easy to resolve. However, the remaining three paragraphs: 34.11 on channels of transfer and the need to protect intellectual property rights, 34.14 (b) on preferential and concessional access to technology for developing countries and 34.18 (e) (iv) on the compulsory acquisition of technology were more difficult to resolve.

After two negotiation sessions and two informal contact group meetings, one chaired by Canada, compromise language was found for these last three paragraphs.

CANADIAN OBJECTIVES

To seek to obtain agreement that transfer of technology takes place on the basis of the following principles: a) all transfers shall be governed by rules universally applicable to all countries; and b) all transfers shall be on a commercial basis or on conditions mutually agreeable to the parties to the transaction.

NEGOTIATIONS

After reaching fairly quick agreement on the definition of what are environmentally sound technologies, the negotiators tackled the difficult issue of the need for concessional and preferential terms of transfer of environmentally sound technologies to developing countries. It was clear after opening statements from many delegations that the fragile agreement reached previously on the wording with respect to preferential and concessional terms of transfer could not be changed without losing consensus.

The negotiators thus went on to discuss the issue of an international code of conduct and the general need to find financing to assist in the transfer of technology to developing countries. They reached agreement quickly on these two issues.

In the final negotiating session a balance was eventually struck between the need for developing countries to have preferential and concessional access to environmentally

sound technologies and the need to protect the essentially commercial nature of most technology transfers and the rights of innovators and the owners of technology.

ASSESSMENT

While the references to preferential and concessional terms of transfer remain in the text the language ensures that the parties to the transaction, including the owners of the technology, must be in agreement before the technology can be transferred. In other words governments cannot force owners of technology to transfer that technology on preferential terms. The final agreement was an important sign to the developing countries that developed countries were willing to assist them in acquiring environmentally appropriate technologies.

NATIONAL MECHANISMS AND INTERNATIONAL COOPERATION FOR CAPACITY BUILDING IN DEVELOPING COUNTRIES

SUMMARY

There was no discussion of the text of this Chapter. The two final paragraphs on financial resources were referred to the financial resources working group. The Chapter calls for efforts at the national and regional level to develop the capacity of developing countries to implement Agenda 21, with a particular role for UNDP.

CANADIAN OBJECTIVES

Canada's substantive objectives had been achieved at PrepCom IV; the objective at UNCED was to ensure that the text was not re-opened.

NEGOTIATIONS

No negotiations were held on this Chapter. The two outstanding paragraphs, on financial resources, 37.12 and 37.13, were amended by the financial resources working group. No new financial mechanisms nor funds were established. The final text of these two paragraphs states that:

- approximately \$15 billion or 25% of total ODA is needed for technical cooperation including transfer of technology and know-how;
- implementation of Agenda 21 will require more effective use of these funds and additional funding in some areas;
- the conference Secretariat estimates annual costs for implementing this Chapter to between \$300 million and \$1 billion from the international community on grant or concessional terms;
- actual costs and financial terms will depend on specific strategies and programmes of Governments.

ASSESSMENT

Overall, a fairly generic text on the role of national, regional and international organizations in helping developing countries develop their capacity to implement Agenda 21 and move toward sustainable development. The Chapter is extensive, but sets one important message; that UNDP emerges with a clear mandate to increasingly focus its efforts on capacity building for sustainable development. Although not explicitly stated, this is to occur through

UNDP programmes giving priority to this objective, and through the reallocation of existing funds.

Canadian follow up efforts will include, and are already including:

- pushing UNDP, through its Governing Council, to carry this new mandate for capacity building and to serve as a coordinating point, at the request of developing country governments, for capacity building efforts;
- cooperating with UNDP to assist developing countries to produce national sustainable development plans.

INTERNATIONAL INSTITUTIONAL ARRANGEMENTS

SUMMARY

UNCED successfully completed the outstanding issues remaining in the Agenda 21 Chapter on international institutional arrangements. It established a UN Commission on Sustainable Development reporting to the Economic and Social Council (ECOSOC). It reaffirmed that the Commission and its secretariat should be set up within existing resources. It agreed that countries should be accountable to the Commission, reporting on how they were implementing Agenda 21 and what their requirements were for international cooperation.

This report comments only on the outstanding paragraphs negotiated at UNCED by the contact group on institutions. It should be read in tandem with the report of the fourth Preparatory Committee (PrepCom IV) which reports on those paragraphs which had already been agreed to prior to the Conference.

CANADIAN OBJECTIVES

- To support the establishment of a UN Commission on Sustainable Development reporting to the ECOSOC (or to the ECOSOC and the General Assembly);
- To ensure that the establishment of the Commission and its accompanying competent, modest secretariat is consistent with ongoing efforts at UN reform (including the restructuring and revitalizing of the economic and social sectors) and use to the maximum extent possible the existing resources and expertise of the UN system, including those of the UNCED Secretariat;
- To recommend that approval for the follow-up institution be for a limited period, linked to UN reform efforts (1995) and with a mandate not longer than until 1997; the UN General Assembly would then review Agenda 21's progress and determine if the institutional mechanisms are adequate; and
- To promote an expanded role for non-governmental organizations (NGOs), business and other major groups in the follow-up body, consistent with the procedure established for UNCED.

NEGOTIATIONS

Paragraph 38.11: Prior to UNCED, Canada a meeting involving several key delegations to try to see what compromise could be reached on the follow-up mechanism to UNCED. The solution between those who favoured a new Commission on

Sustainable Development and those wishing to use ECOSOC was to have this new Commission report to the ECOSOC. This proposal was accepted at UNCED, although several countries wished to have the Commission report directly to the General Assembly, thus ensuring a high profile and universal membership on the Commission. The majority prevailed, however, and the Commission is to be a limited-membership subsidiary body of the ECOSOC. The Commission will also be a high level body, implying Ministerial participation.

It was proposed that one of the functions of the Commission would be to "examine the progress of implementation of Agenda 21 at the national, regional, and international levels". This introduced an element of accountability into the Commission, to which several countries objected. Others, however, insisted that this language must remain in the text, to reflect a balance of interests. Additional language referring to enhancing international cooperation met an expressed concern about discussing national implementation in a UN body. By referring to "international cooperation," a balance was struck between the references to national follow-up and references to the cooperation (financial resources, technology, and capacity-building) required to achieve sustainable development. This is one of the very few paragraphs, not qualified in some way, that calls on countries to be accountable for their follow-up to UNCED which countries were able to accept at UNCED.

The paragraph also asks the Secretary-General to ensure adequate interim administrative arrangements between the end of the Conference and the conclusion of UNGA 47, when countries shall decide on the modalities of the Commission. Several countries hoped that as much as possible the expertise of the UNCED Secretariat would not be lost to the UN system; delegations generally agreed to this in principle.

The original section had referred to the "active involvement" of governmental organizations and to "encourage the participation" of NGOs. Certain nations wished to make it clear that the NGOs' participation in the Commission could not be equated with the role of governments; they emphasized that the Commission was essentially an intergovernmental mechanism.

Other salient elements of the paragraph included the principle of equitable geographic distribution of seats on the commission (a view strongly endorsed by small States) and an agreement that the Commission be convened no later than 1993.

Paragraph 38.12: This paragraph requests the 47th General Assembly to determine the specific modalities for the Commission's work, including its membership, relationship

with other relevant UN intergovernmental bodies, and the frequency, duration, and venue of its meetings. Some delegations had suggested that UNCED should decide on the modalities as much as possible, thus ensuring high level attention to this issue and quick follow-up. The majority of delegations, however, believed it was difficult to determine the modalities without a report from the Secretary-General on suggested parameters for the Commission, based on the UN's current budgetary and institutional situation; as well, there was little at UNCED to debate the modalities.

A sentence referring to UNGA resolutions on the restructuring and revitalization of the UN's economic and social sectors was inserted. It recalled the important principle of utilizing existing resources and, where possible, using the savings from changes in the system to set up appropriate structures, to follow up UNCED. Several countries insisted that the Commissions Secretariat had to be established within the UN because considerable resources already existed in it. These delegations stated they could not support the creation of a new UN department for sustainable development, but could accept the establishment of a small, component secretariat which drew on relevant expertise in the various UN agencies (and, of course, the UNCED Secretariat).

Paragraph 38.13(b): This was one of the most contentious paragraphs in the Chapter because it raised the issue of national reporting and accountability. Many countries opposed this paragraph, stating that they did not wish the Commission to become a sort of "inquisition" into national environment and development policies; several countries added that they did not have the resources to produce regular national reports. At least one delegation had already proposed language at PrepCom IV alluding to the reporting of problems in implementing Agenda 21 because of a lack of financial resources and technology, thus indicating the thrust of the kind of national reporting they would be undertaking. Compromise language stating that the Commission should "consider information provided by governments, including, for example in the form of periodic communications or national reports, regarding the activities they undertake to implement Agenda 21..." was accepted by the Conference.

Other issues: Other minor proposals included a sentence (paragraph 38.13(f)) requesting the Commission to "consider, where appropriate, information regarding the progress in implementing environmental conventions, which could be made available by the relevant Conferences of Parties." This language gives the Parties latitude to decide whether and what they may present to the Commission; several countries had wished to ensure that the Commission would in no way

interfere with the institutional arrangements attached to such agreements as the climate change and biodiversity conventions.

The Chair also chose to move the consideration of "Section N: Legal Matters" to the chapter on legal issues. Some Delegations expressed regret about this decision, hoping that UNCED would give positive consideration to studying the feasibility of establishing an environmental dispute prevention and resolution mechanism (this was indeed agreed to by the legal issues contact group).

Finally, a small correction was made to paragraph 38.13(g) to take into account the fact the Commission's report must go through the ECOSOC to the GA.

In the statements after the adoption, several notable issues were raised:

Rationalization and ECOSOC:

The delegations which had advocated using the ECOSOC rather than creating a new UN body, reiterated that the Commission should make full use of the "new" ECOSOC (including its high level and coordination segments) and should be established from within existing resources, bearing in mind the savings to be generated from the reform and restructuring of the UN's economic and social sectors. Canada also supported this latter point. Others stressed that the interim administrative arrangements must be made from within existing resources.

National reporting:

Some G-77 countries emphasized that national reporting was linked to the provision of financial resources and technology to promote sustainable development in developing countries. They thus intended in their reporting to focus on those gaps which required international cooperation.

Non-government organizations:

Several delegations reiterated that, though NGO input was welcome, the Commission should be primarily an intergovernmental body.

Legal matters:

Some delegations expressed regret that this Chapter of Agenda 21 did not address the institutional framework for dispute prevention and settlement (it had been referred to the Chapter on legal issues). They hoped the Commission would also be a forum for further development of international environmental law.

ASSESSMENT

The establishment of the Commission on Sustainable Development is a positive result and meets Canada's objectives. It balances the concerns of countries seeking to establish a new, dedicated forum for sustainable development and those wishing to use existing UN bodies, such as the ECOSOC, which has recently been reformed and restructured. There is an element of accountability in the Commission's functions, though the commitments to national reporting and follow-up were not as strong as Canada would have liked. The message is clear, however: if countries wish to strengthen international cooperation in the field of sustainable development, they must be prepared to openly discuss what problems they have encountered implementing Agenda 21.

The Chair of the Institutions contact group noted that "there is a lot of hope for the Commission" and added that, with strong commitments from countries to provide high level representation to the Commission, it had the potential to be a successful and important new forum. This view was heartily endorsed by the contact group.

INTERNATIONAL LEGAL INSTRUMENTS AND MECHANISMS

SUMMARY

The final text on legal instruments is a good text. The contentious issue was the paragraph dealing with environmental standards as barriers to trade. This issue was resolved to the satisfaction of Canada.

CANADIAN OBJECTIVES

Canada did not have major difficulties with the text emerging from PrepCom IV. Canada's main objective was therefore to quickly finalize the Chapter without reopening a major debate on the bracketed text.

NEGOTIATIONS

There were eight brackets in the text.

Para 39.3(d): A consensus was reached to use the text dealing with trade, appearing in other Chapters, which is an adaptation of the Rio Declaration.

Para 39.3(e): Some countries were insisting on strengthening this paragraph by adding the word "compliance" which met strong opposition on the part of some G-77 countries. A compromise was reached to drop the notion of compliance and reinforce instead the notion of implementation by adding the words "quick and prompt." The text was modified to reinforce the text which now refers to "avoidance" of dispute.

Para 39.6(a): There was a need for clearer language in this paragraph. This was accomplished by adding the words "armed conflict." References to the various forums, such as the General Assembly and the Red Cross, were kept even against strong resistance from some G-77 countries.

Para 39.6(a): Many countries suggested its deletion since no agreement appeared possible. Canada did not intervene on this issue.

Para 39.6(b): The word "compliance" disappeared for the words "full and prompt implementation" for reasons explained above.

Para 39.7: The term "on fair and equitable terms" were considered acceptable by all and the brackets were deleted.

Para 39.8: The word "prevention" was deleted as agreed in para 39.3 but reference to the Charter of the United Nations was added. Canada supported a request to see the reference to the Court of Justice kept in the text.

ASSESSMENT

This text meets Canada's objectives. It is not intrusive. It does not establish a "prevention or dispute settlement" mechanism but suggests further study of this issue.

FOREST ISSUES

SUMMARY

The forests issue in the UNCED process was divided into two separate sections:

- a chapter in Agenda 21 entitled "Deforestation"; and
- a stand-alone non-legally binding "Authoritative Statement of Principles" on forests, commonly referred to as "Guiding Principles".

As was the case at PrepCom IV, the negotiations at the Rio Conference were difficult and divided along North-South lines. The Guiding Principles were negotiated throughout the course of the Conference and, due to the difficulty of reaching consensus, several issues had to be forwarded to Ministers after the close of formal negotiations. Ultimately, the Conference was successful in producing a series of forest principles. The result obtained is far from what Canada wanted, but the principles do contain some valuable ideas and represent a basis for further dialogue toward more binding forms of international agreement on forests.

CANADIAN OBJECTIVES

1. To finalize negotiations on bracketed text, seeking to ensure that the final document:
 - a. carefully balanced economic opportunities and our environmental responsibilities towards forest ecosystems;
 - b. reflected the roles of forests in national, regional and global ecosystems, while respecting national sovereignty;
 - c. did not anticipate international trade law, such as in the GATT, governing forest products;
 - d. encouraged development assistance based on sound environmental management; and
 - e. promoted stronger leadership and effective cooperation within and among international institutions dealing with forestry.
2. To safeguard or improve references in negotiated (non-bracketed) text which:
 - a. promote conservation management and sustainable development of forests;

- b. promote multiple values of forests to meet present and future social, economic, ecological, cultural and spiritual needs;
 - c. recognize and meet the needs of forests dwellers, in particular aboriginal peoples;
 - d. strengthen forest research in specific areas such as sustainable development and management for multiple values; and
 - e. improve national and international policy development with respect to forests.
3. To seek a commitment to negotiate an International Convention on Forests (ICF), including the formulation of internationally-accepted criteria for sustainable forest management, within either the Guiding Principles (GPs) or the Agenda 21 chapter on Forests, or preferably both.
 4. In the absence of agreement to negotiate an ICF, to seek a commitment in Agenda 21 - Forests and/or the GPs to establish a mechanism to continue a global dialogue on the sustainable development of the world's forests.
 5. To seek agreement on an acceptable set of Guiding Principles, to be signed by the Prime Minister in Rio, which balances economic opportunities and environmental responsibilities at both national and global levels.

NEGOTIATIONS

Agenda 21/Convention issue: The negotiations on the Agenda 21 "Deforestation" chapter were virtually completed at the Fourth Preparatory Committee in New York. The only remaining significant issue left for the Rio Conference within the Agenda 21 "Deforestation" chapter was the controversial reference to a commitment to negotiate a legally-binding international convention on forests, strongly advocated by G-7 and other OECD countries, notably Canada. Negotiations on this issue took place in the context of the intensive deliberations on the Guiding Principles over the course of the Conference. Ultimately, negotiators, working in both formal sessions and in contact groups, were unable to reach consensus on the issue of a convention and the matter was referred to Ministers after the close of formal negotiations.

Canada and its allies were well aware that the strong position adopted by the G-77 during the PrepCom process and confirmed at the G-77 Ministerial meetings held in Kuala Lumpur in April which opposed any mention of a convention would render the chances of obtaining a commitment to a

legal instrument at Rio extremely slim. The "bottom line" for OECD countries going into the Conference therefore was to ensure that the door to further dialogue, not excluding possible legal instruments, remained open. This objective was achieved, with separate references in both Agenda 21 and the Guiding Principles to this effect.

Paragraph 11.14(a) of the Agenda 21 "Deforestation" chapter highlights the need to facilitate and support the statement of forest principles and "the feasibility of all kinds of appropriate internationally agreed arrangements to promote international cooperation on forest management conservation and sustainable development of all types of forests...." This is a reference to the possibility of continuing dialogue toward a legally-binding international instrument or convention on forests, a high priority for Canada and its G-7 partners. In a similar fashion, preambular paragraph (d) of the Forest Principles also refers to the need to keep the principles under assessment "for their adequacy with regard to further international cooperation on forest issues".

Guiding Principles: Negotiations were conducted throughout the Conference, both in full sessions and in a variety of contact and small groups. The atmosphere of the negotiations was, on the whole, positive and conciliatory due to a real desire by most nations to arrive at consensus.

The Canadian delegation played an important role in working toward consensus, coordinating an OECD meeting at an early point, participating actively in debate, proposing several key compromises, chairing a small group session, and participating actively in all contact groups.

Difficulties did persist on several issues, however, forcing negotiations on five unresolved clauses to be referred to ministerial level after the close of final negotiations. Ministers negotiated through two late-night sessions to overcome the outstanding problems, including the particularly sensitive questions of the "right to develop" (Preamble a.) and an international convention (Preamble d.). Minister Charest played an especially prominent and effective role in this process.

ASSESSMENT

From a Canadian perspective, the forest principles agreed to in Rio comprise a highly imperfect document. From a purely editorial point of view, the document is a difficult read. In addition, it is inadequate from a technical standpoint.

However, the Guiding Principles do represent a major achievement on a world scale: despite the imperfections, they comprise the first political document which focuses the

international forest agenda squarely on forests as integrated ecosystems with multiple values. The document also make some major contributions to advancing the debate on forests in many other respects. In particular, the Guiding Principles contain statements recognizing the importance of:

- integrating and balancing environment and development
- the multiple roles and values of forests
- the role of forest ecosystems
- environmental management
- policy formulation
- public participation
- capacity-building, education and knowledge
- the need for an integrated, multi-sectoral approach to forest management
- involvement of major groups including women and indigenous people
- international cooperation and development assistance
- facilitating international trade in forest products.

Many of these ideas were put forward by Canada during the earlier stages of the preparatory process.

The area of most concern for Canada remains the lack of reference to the need to establish clear criteria and guidelines for sustainable forest development practices, enshrined in a legally binding International Convention for Forests.

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